DOCUMENT RESUME

ED 327 927 EA 022 572

AUTHOR	Dorman, Arthur, Ed.; Fulford, Nancy, Ed.
TITLE	Incentives Closeup: Profiles of Twenty-One Teacher Incentive Programs. Attracting Excellence: Call for Teacher Incentives Series.
INSTITUTION	North Central Regional Educational Lab., Elmhurst, IL.
SPONS AGENCY	Office of Educational Research and Improvement (ED), Washington, DC.
PUB DATE	Aug 89
NOTE	245p.
AVAILABLE FROM	Publications, North Central Regional Educational Laboratory, 295 Emroy Avenue, Elmhurst, IL 60126 (Order No. CTI-706; $15.00).
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC10 Plus Postage.
DESCRIPTORS	Elementary Secondary Education; *Incentives; Program Development; School Districts; Teacher Characteristics; *Teacher Motivation; Teacher Persistence; Teacher Welfare
IDENTIFIERS	*North Central Regional Educational Laboratory

ABSTRACT

Twenty-one local education agency teacher incentive programs from seven north central states--Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin--are described in this report. Methodology involved mail surveys of certified staff (which yielded an overall response rate of 78 percent), telephone interviews with program leaders and participants, and analysis of program documentation. Part 1 describes the conceptual framework and methodological design, and part 2 summarizes the 21 case studies and state policy contexts. Detailed descriptions of the individual programs are provided in part 3, followed by a synthesis of information on planning, development, implementation, and coordination among local, state, and regional agencies in part 4. Part 5 develops a framework for the analysis of incentive plans and organizes findings into personal and organizational factors. A conclusion is that teacher incentive plans are an integral part of the school improvement process. Appendices contain respondent characteristics and the survey questionnaire. (LMI)

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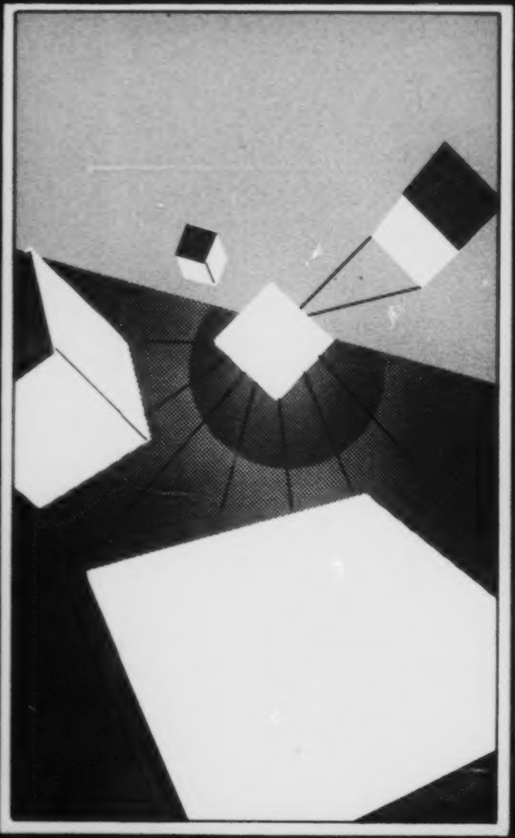

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EA 022 572

CALL FOR TEACHER INCENTIVES

2

INCENTIVES CLOSEUP:
PROFILES OF TWENTY-ONE TEACHER INCENTIVE PROGRAMS

By
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North Central Regional Educational Laboratory
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August, 1989

NCREL
NORTH CENTRAL REGIONAL
EDUCATIONAL LABORATORY

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The North Central Regional Educational Laboratory is a nonprofit organization supported in part by the Office of Educational Research and Improvement, U.S. Department of Education. The opinions expressed in this publication do not necessarily reflect the position or policy of the Laboratory or the funding agency, and no official endorsement should be inferred.

NCREL Order Number: CTI-706
Price: $15.00

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Preface

How can the best and the brightest among college students be encouraged to enter teacher preparation programs? What does it take to recognize, reward, and retain outstanding educators in elementary and secondary schools? Why do some educators invest more of themselves in developing their professional skills? The questions are myriad.

As frequently as someone poses a question, another recommends an answer: introduce career ladders and mentoring systems; raise standards and salaries for entry into teaching; strengthen graduate and undergraduate programs of professional development; identify the most superior professionals with better tests and performance evaluation systems.

Debated and considered by policymakers, educators, scholars, and taxpayers, such questions and answers have been at the heart of educational reform initiatives nationwide for the past several years. And, in the same period, many innovative programs to provide incentives to educators have been introduced. Numerous states and local districts, including many in the region served by the North Central Regional Educational Laboratory (NCREL), have considered or taken action to implement incentive policies and programs.

In response to considerable interest in the theme of incentives among constituents in the region, NCREL initiated activities to develop information resources and encourage related research early in 1986. The first activity involved reviewing relevant literature and developing a framework to guide future conceptual work and strategies. The framework was first employed to describe significant themes and issues apparent in policies and programs of state governments. Fourteen papers regarding policy issues on incentive programs were presented and discussed at a seminar held in 1986 in Chicago which included representatives of State Education Agencies, higher education, teacher unions, scholars and researchers, regional laboratories, practitioners, and national policy organizations.

During 1987-88, the focus of laboratory incentives activities began to shift from initiatives taken by states to programs in local school districts. A survey of school districts in all seven states of the region along with site studies to create profiles of a small number of district-level programs comprised the next phase of activity. This report, last in NCREL's series on teacher incentives, provides a reference for those administrators and practitioners involved in initiating and implementing incentive programs.

Many teachers and local school district administrators contributed to the effort to examine local initiatives in the area of incentives with their time, interest, and support. This series of reports on teacher incentives could not have been accomplished without the assistance of the participants at the 1986 seminar, Chief State School Officers and SEA liaisons in the NCREL Region, authors and reviewers of the series of products, LEA liaisons, teachers, and NCREL staff. We would also like to acknowledge the children who contributed their drawings and thoughts for use in the document.

The following people deserve special mention for their contributions: Carol Bartell for her contribution to the initial development of the whole series on teacher incentives and for her continued support through presentations, written documents, and review of products; LEA staff who have contributed to this study with their time and insights: John Webber, Charles Laliberte, Julia Messersmith, Trici Schraeder, Mary Ellen Silk, and Arlys Cole; external reviewers: Carol Bartell, John McDonnell, and Peter Burke; and Debra Beauprez, Donna Wagner, Cheryl May, Marianne Kroeger, Julie Casiello, and Jane Lane of the NCREL staff.

Introduction

The North Central Regional Educational Laboratory (NCREL) has conducted a three-year research effort to investigate policy issues and actual practices related to teacher incentive planning and implementation. The focus has steadily narrowed from national to regional to state conditions, and finally to local school district programs, with each understood as nested within the larger contexts. This study is the most site-specific phase of NCREL's teacher incentive research, looking at 21 programs operating at the State Education Agency (SEA) level in the NCREL region.

The 21 local education agency (LEAs) programs described here represent an eclectic assortment of teacher incentive strategies. The conceptual framework for considering teacher incentives established by Bartell (Bartell, 1987) in earlier publications in this series takes on an expansive view of teacher incentives beyond salaries, fringe benefits, and other extrinsic rewards. These 21 studies do include monetary reward programs such as merit pay, but also include increased teacher decision making through site-based management, staff development, opportunities for advancement through career ladders, public recognition for excellence and commitment, support for continuing education, assistance in dealing with student problems, increased collegiality and improved performance through peer evaluation, and support for diverse teacher roles, such as mentoring and action-research projects.

This document is divided into five parts. The first part describes the conceptual framework for incentives developed through NCREL's earlier work on incentives, and how that framework led to the design and methodology used in the study. The second part includes summaries of the 21 sites and the state policy contexts in which these cases occurred. The third part contains detailed descriptions of the programs at each of the 21 sites, along with major findings. The fourth part looks at the 21 study sites collectively to examine what we have learned about the planning, development, and implementation of these programs, and how efforts at the LEA level fit within state and regional contexts. The fifth part of the report offers conclusions and references for incentive program development and implementation.

This study is not intended as a collection of promising practices found in the region. As described in the methodology section, these programs were not selected because they were most exemplary, but as illustrative of the variety of local conditions, state contexts, and motivators so that we might understand their interaction. Nor is a great amount of detail on each of the programs provided. Studies are now in place in several of the sites that will produce more focused and detailed information about those programs, and these studies will be published by NCREL.[1] Rather, the primary goal of this study is to understand how patterns of incentive planning, development, and implementation occur in different local and state contexts to produce varying results. We hope it serves as an atlas that depicts various routes to a number of destinations. Some destinations will appeal to some readers more than others; some routes will seem more or less scenic, comfortable or direct, depending on the reader's own needs and past experience with this terrain. It is our hope that somewhere in these pages you find the destination and the pathways that suit your needs. Travel well.

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[1] These studies are in progress at five of the study sites (Elmhurst, IL; Marshalltown, IA; North Olmsted and Rittman, OH; and Waunakee, WI). They are being conducted by participants in NCREL's Teacher-as-Researcher Project by staff at the respective school districts. Anticipated completion and publication of these studies is late Fall, 1989.

Want ad

Shelly

We need a person who is mid-age is a good teacher, who everyone will respect and admire, has to be smart especially in math (since I usually don't understand my math) and english. We will appreciate it if you call Forest school very soon because our teacher is quitting tomorrow.

Call 123-4567 if you are interested

Conceptual Basis for Considering Incentives

We have been taught that "for every action there is an equal and opposite reaction" as a basic law of physics. Recently, though, physicists have disclaimed this law, realizing that while it has *appeared* to work, reality is more complex than that.

So it is with teacher incentives. We would be pleased to have simple and irrefutable laws, telling us that such a program or salary increment will produce the reaction we want from our teachers. However, we have certainly learned that in the reality of teachers' lives, like the laws of physics, things are more complex than they appear.

The concept of incentives is viewed broadly in this and earlier studies conducted by NCREL,[2] to embody the complexity of teachers lives. While some incentives are intrinsic in the work itself, such as a love of children or desire to be in a "learning" environment, this study focuses on deliberate efforts, intended to provoke teachers (or would-be teachers) toward a desired end. That is the intent of an incentive. Incentives are also relative, as different forms of inducement will have appeal to different persons under different conditions. The appeal of incentives may vary in both type (such as monetary or non-monetary rewards) and degree. Looking at this broad picture of incentives reveals a vast array of possibilities.

Bartell (1987) organized this array of incentives along two axis: by the intent of the incentive, and the motivator used. Four categories for intents were identified:

- recruitment of teachers,
- retention of teachers,
- improvement of teacher performance, and
- enhancement of the teaching profession.

Five categories of motivators were also identified:

- monetary rewards and benefits,
- awards and recognition,
- increased status as professionals,
- enlargement of professional responsibilities, and
- improved conditions in the school as a workplace.

---

[2] For further discussion of the basis for this view of incentives see Bartell, 1987; Thering, 1987; and Dorman and Bartell, 1988.

These four intents and five motivators lend themselves to formation of a matrix that allow us to understand how incentives may work and what they are intended to do (see Figure 1). Incentive activities may be placed in one or more cells of the matrix, depending upon the specific combination of intents and motivators.[3]

Often an activity or program has more than one underlying intent, and calls upon more than one of the motivators. A good example is the mentor program, aimed at retention of new teachers by providing support for their entry into the profession; motivation for improved performance, on the part of both the mentor and the protege teacher, and enhancement of the teaching profession, as teachers assume more responsibility for the induction and development of those joining their ranks. Mentor programs certainly use enlargement of professional responsibilities as a motivator, often offer financial rewards as well, and may be viewed as increased status if tied to movement on a career ladder or lattice (Collegial Research Consortium, 1987). The matrix and conceptualization of incentives it represents, then, should not be used to falsely limit the potential benefits of or forms of motivation in any particular incentive program, but as a way of examining needs and forces at a particular site. If properly used, the matrix is a tool in more effective planning.[4]

Usually more than one motivator is considered in building incentive plans. The most comprehensive plans address as many cells in the matrix as the circumstances of their district warrant. Effective incentives are based on school program needs, community expectations and support, and teacher career stages (McDonnell, Christensen, and Price, 1989).

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3. Based on field tests of the survey instrument a sixth category, "increased effectiveness in teaching performance", was added to the array of motivators. See Methodology section of this report.

4. Guidelines for planning, implementing, and evaluating teacher incentives is the subject of a future NCREL publication.

FIGURE 1.

A CONCEPTUAL FRAMEWORK FOR THE EXAMINATION OF TEACHER INCENTIVE PLANS

Motivator	Intent			
	attraction	retention	improvement	enhancement
monetary compensation				
career status				
awards and recognition				
professional responsibilities				
conditions of the workplace				

A broader way to categorize the intents of incentives is to consider them as being oriented toward problem solving, with a focus on a particular need, or toward global goals of increasing conditions and status for teachers as a class action. In practice, there is a large degree of overlap in these two intents. The difference may relate more to how the programs are packaged and promoted than to their essential qualities. Yet, some differences in the types of programs are apparent. For example, loan forgiveness programs for teachers in particular fields such as bilingual education or chemistry are aimed at meeting a specific marketplace need, while more restrictive entrance requirements for teacher education programs are intended to improve the professional stature of teachers as a class. The above example of a mentor teacher program, it can be argued, serves both intents, though in implementation it may lean more toward one or the other.

Understanding this full range of activity and aims included when we discuss incentives for teachers will prepare you for visiting the 21 sites in these studies. Some may not fit the typical notion of an incentive program, yet all have a place within this framework of using motivators that aim to achieve the desired intents for teachers.

With this conceptual basis as a scaffold, we endeavored to answer the following questions about teacher incentives:

1. How do differences in the initiation, planning, and development of programs affect teacher participation and satisfaction with the programs?
2. How do levels of participation relate to teacher assessment of impacts of and future prospects for these programs?
3. How do types of needs assessment conducted relate to teacher participation and program impacts?
4. Why do certain programs win more teacher support than others?
5. How do teachers experience the intended benefit of the incentive program or activity?
6. How is the process of developing and implementing incentives experienced by teachers?
7. How do state policy contexts affect LEA incentive programs?

Methodology

This study embodies the three purposes for research suggested by Babbie (1986): description, explanation, and exploration. It is descriptive in reporting on the particular 21 incentive programs; explanatory in analyzing data on program impacts in relation to planning, development, implementation, and participation variables as well as state policy contexts; finally, it is exploratory in seeking patterns that transcend specific cases and can serve as models for practitioners at other sites.

A modified case study approach was selected as appropriate for dealing with the research questions. Yin (1986) offers this advice on when to use case studies:

> We can also identify some situations in which a specific strategy has a distinct advantage. For the case study, this is when a "how" or "why" question is being asked about a contemporary set of events, over which the investigator has little or no control. (Yin, 1986, p. 20)

This description certainly matches the study reported here. It deals with conditions in the political-economic arena over which the researchers have no control. The events are extremely contemporary -- so much that almost any exhaustive summary of the literature is out of date before release. The issues under investigation are definitely "how" and "why" questions, looking for order in the patterns of planning, developing, and implementing teacher incentives under diverse conditions.

Twenty-one study sites were selected from among the seven states served by NCREL, with three in each state. These states are Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin. The number was selected to allow for the range of diverse approaches to teacher incentives. As the issue of teacher incentives has been treated differently by the states, equal numbers of sites were selected in each state to consider how state-level policies and programs function as a context variable in looking at LEA initiatives.

The districts were identified through information reported on a large sample survey of LEA incentive programs in the region that was sent to one-third of all small and medium LEAs, and all large (over 10,000 students) LEAs in the region (see Dorman and Bartell, 1988), as well as from recommendations by State Education Agency (SEA) staff to NCREL and citations in professional journals.

Once identified, districts were selected to include as closely as possible the full array of incentives representing the four intents and five motivators described in the previous section; to include small, medium, and large districts; and to include districts in both rural and metropolitan areas. Another criteria was that key personnel responsible for the inception of the program still be in the district so that those individuals' perspectives could be included in the data collection. Finally, the willingness of the LEA to participate and to commit a staff person to serve as project liaison between the NCREL researchers and the school staff was a critical factor. Of 74 candidate LEAs willing to participate, the final 21 were selected and their participation confirmed during Summer of 1987 (See Figure 2 on the following page).

FIGURE 2.

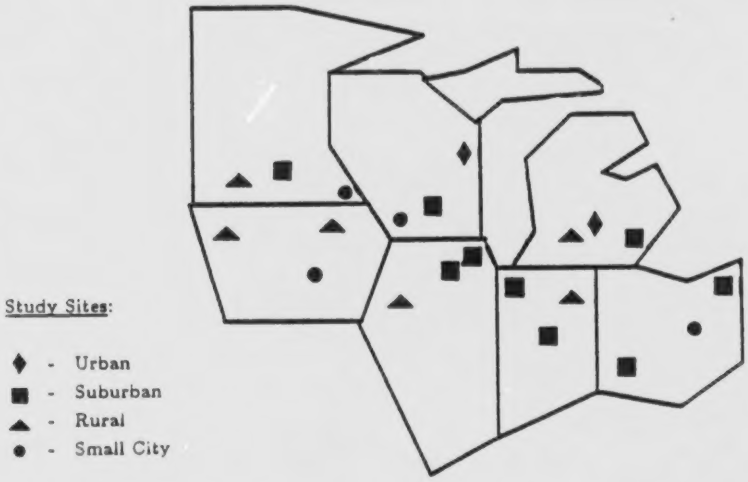
NCREL TEACHER INCENTIVE STUDY SITES

Incentives Studies

OVER 10,000:
Green Bay
Lansing
Dearborn
Wayne Twp.

UNDER 1,000:
Gaylord
S. Winneshiek
Waunakee

	Urban	Suburban	Rural	Small City
ILLINOIS		Elmhurst No. Chicago	Sherrard	
INDIANA		Wayne Twp. Hobart	E. Howard	
IOWA			S. Winneshiek Sheldon	Marshalltown
MICHIGAN	Lansing	Dearborn	Olivet	
MINNESOTA		Minnetonka	Gaylord	Winona
OHIO		N. Olmsted Huber Hts.		Rittman
WISCONSIN	Green Bay	Waunakee		Platteville



One limitation of the study was that none of the region's large urban districts were selected among the 21 sites. The survey of LEA incentive programs indicated that the majority of these districts were not engaged in the kinds of innovative incentive programs that were being sought for the study.[5]

Three means of data collection were used: mail surveys of a sample of all certified staff at each site, telephone interviews with program leaders and participants, and analysis of written program documentation.

A survey was designed to collect information from teachers and administrators at each study site. Categories of information included: respondents' perceptions of the intent of and motivators used in their district's program (program purposes); program initiation, development, and implementation; respondent participation in the program; perceived impacts of the program; assessment of the program and its future prospects; respondent's biographical data; and a space for open-ended comments. Most items were multiple choice or Likert scales, though there were several spaces for open-ended responses.

The survey was reviewed and field tested in May 1987 at a middle-sized suburban school district in Wisconsin. The response rate for the field test was approximately 60 percent. The field test provided insights into refinements of the survey to make responses more reliable, and pointed out some extraneous items that were deleted. An additional motivator was added to the five choices included in the conceptual framework: increased effectiveness in teaching. This was quite often listed under the "other" category, indicating that respondents did not see this motivator, increased efficacy, as subsumed by any of the other five offered. Indeed, the power of efficacy as an incentive has been documented by Rosenholtz (1985) and other researchers. The final survey instrument is included in the appendix to this report.

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5. Of the several urban districts that did have such programs, there were problems of access in working with district administration, and in one case the district declined to participate. Furthermore, it was felt that these districts represented exceptional, rather than typical examples of the thousands of school districts found in this region. Therefore, findings based on research in those districts would be transferable to a limited audience. However, the study does suffer from the absence of an example drawn from large urban setting, and the limited percentage of minority respondents. The issue of minority teacher incentives is being addressed in a current NCREL study.

Surveys were distributed through the liaisons at each LEA in the Fall of 1987, soon after the opening of the school year. For each site NCREL staff selected a random sample to receive the survey. In most cases, one-third of all certified staff were drawn; however, minimum and maximum sample sizes of 40 and 140 were set to assure a large enough response to make data meaningful, and to keep the volume of data processing from becoming overwhelming. In effect, the samples then represented 12 percent of the largest district's certified staff, and almost 100 percent of the smallest. Since each case is considered independently, rather than in comparison to the others, the differing sampling rates does not affect the composite data analysis.

Surveys were sent with a cover letter from NCREL describing the research project, a note from the respective LEA project liaison encouraging a response, and a pre-posted, pre-addressed return envelope. Surveys were numbered in order to identify non-responders. Four to six weeks after initial distribution of the surveys, follow-up surveys were sent to non-respondents, along with a second cover letter and note from the LEA liaison urging them to complete and return the survey. All surveys were treated confidentially. A total of 1,735 surveys were distributed, and 1,353 were returned. The overall response rate was 78 percent.

One decision that had to be made was whether to survey only those who had participated in the program under study, or a sample of all certified staff. It was decided to take the latter course, so that in some cases many respondents had no direct involvement with the program under study in their district. The rationale for this was to see to what extent the presence of a program intended as an incentive would create favorable conditions for teachers even if they themselves did not participate, and to look at what factors might affect these situations.

The survey invited respondents to volunteer for telephone interviews, and about one-fourth of respondents did volunteer. Three respondents were selected among volunteers from each of the LEAs. Interview subjects were selected to reflect diversity in type and length of teaching experience, familiarity with the program under study, and to balance negative and positive views on the programs.

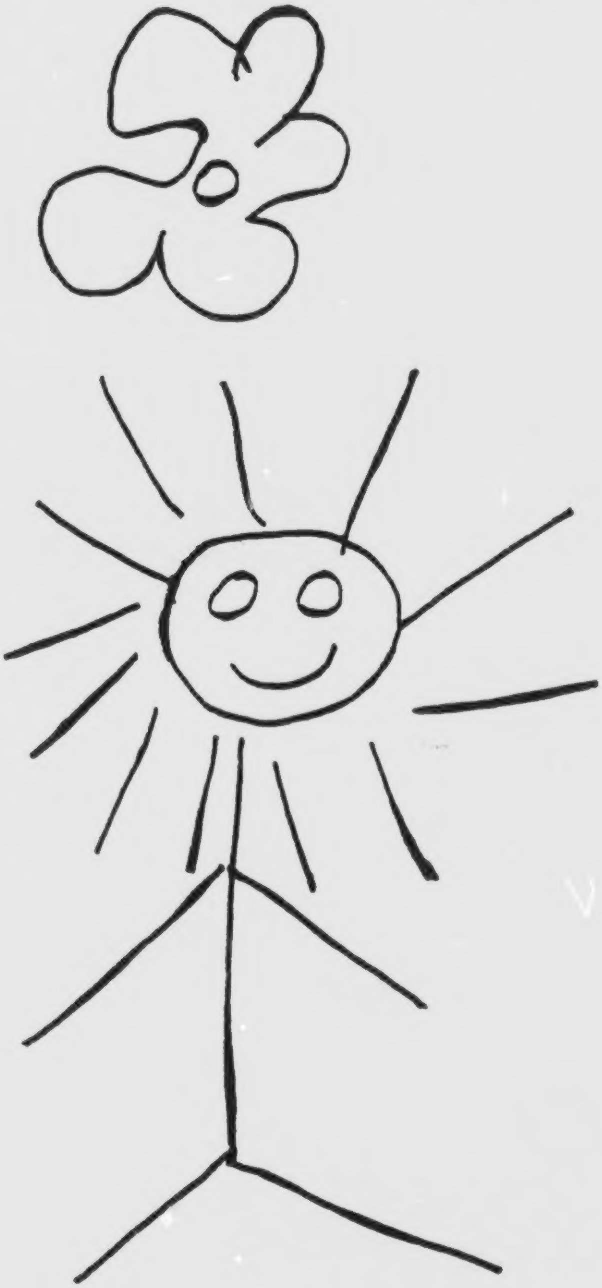
A protocol was developed for conducting the telephone interviews structured around four main areas: program development and implementation; subject's participation in the program; perceived effectiveness of the program; suggested changes and future prospects for the program; and other comments. In addition, LEA liaisons at each site were interviewed using the same protocol. The conduct of these 84 interviews was divided among four NCREL researchers and took place during Winter and Spring of 1988. Interviews varied in length from 15 to 90 minutes, with most lasting between 25 and 40 minutes. All interviews were taped with the express permission of the subjects.

The third form of data collected were documents describing the programs submitted by the respective LEA liaisons, including a supplemental survey form requesting information on costs and sources of funds for each program. These were initially collected at the time sites were being selected, but updated as additional information became available.

Survey data were analyzed using SPSSx, with frequencies, means, modes, ranges, and cross tabulations most commonly used. Those data are reported in Part Two of this report site-by-site; in Part Three, pooled data are examined. Program documents are also reported on a site-by-site basis in Part Two.

The vast collection of qualitative data based on interviews and open-ended survey responses are used in synthesizing general trends, patterns, and areas of concern for the development of incentive programs. Analysis of the interview tapes revealed response patterns that sorted out into ten theme areas: evaluation and accountability, local versus state control, program impetus, administrative support and control, teacher involvement, professional growth and professionalism, the change process, career stages, resources (including money and time), and program processes and products. These themes and what we have learned about them are described in Part Three.

PART TWO



The Incentive Study Sites

The 21 incentive study sites are grouped by state, with a brief introduction describing the state-level context for developing incentive programs.[6] An overview of each program answers five key questions and provides a summary of the study analysis. Greater detail on the district, the program, and the study findings is included in Part 3 of this report, where each program is described, and survey data is used to explain teacher assessment of program impacts, effectiveness, and future prospects in term of patterns of program initiation, development, implementation, and participation. The 21 sites are listed below.

State	Local Education Agency	Program Under Study
Illinois	Elmhurst District #205	Salary Plus
	North Chicago H.S. #123	Performance-based Salary Addition
	Sherrard District #200	Incentive Component of Salary
Indiana	Eastern Howard	Project: TEACHER
	Hobart Township	Outcomes-Based Education Incentive/Reward System
	M.S.D. Wayne Township	Providing for Potential
Iowa	Marshalltown Community	Mentor Teacher Program
	Sheldon Community	Career Merit Salary Increment
	South Winneshiek Community	Tuition Reimbursement for Graduate Study
Michigan	Dearborn Public	Consulting Teacher Program
	Lansing Public	Quality of Work Life (Employee Recognition Program)
	Olivet Community	Instructional Theory Into Practice (ITIP)
Minnesota	Gaylord I.S.D. 732	Peer Evaluation
	Minnetonka Public	Teacher Mentor Program
	Winona I.S.D. 861	School-Based Management
Ohio	Huber Heights City	Intervention (Substance Abuse Assistance)
	North Olmsted City	Motivation to Excel
	Rittman Exempted Village	Superior Performance Incentive Reward
Wisconsin	Green Bay Public	Educational Improvement Program (EDIMPRO)
	Platteville Public	Platteville Plan for Instructional Improvement
	Waunakee Community	Waunakee Teachers Pilot Incentive Project

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[6] For more detail on state initiatives and conditions related to the teaching profession in the seven-state NCREL region, see Teacher Incentives: State Level Initiatives in the NCREL Region by C. Bartell, 1987a, North Central Regional Educational Laboratory.

Summaries of Programs and State Contexts

Illinois

In Spring of 1987, as the study sites were being selected, there were no statewide programs in Illinois aimed at promoting LEA teacher incentive plans. There were in operation four state-supported pilot projects, each of which was illustrative of a different approach to teacher incentives. Two of these focussed on additional salaries for additional teacher responsibilities, while the other two focussed on performance-based salary incentives. The latter two faced a difficulty common to such plans, setting performance criteria for salary supplements. The former two reportedly fared quite well. Initially, it was hoped that one of these programs could be among the study sites, but uncertain funding for continuation of the programs precluded their participation.

A statewide master teacher program had been attempted several years before, aimed at rewarding teachers with salary bonuses based on outstanding performance. These master teachers were expected to provide five days of staff development leadership service. The program was not refunded, reportedly due to difficulties in establishing criteria for the awards, in determining what new or additional roles the designated "master teachers" would embody, and in maintaining sufficient funding to keep the program viable.

Although a variety of other school reforms had been enacted in Illinois (including teacher performance review, school report cards, and statewide assessment programs), tight state budgets left little leeway for state support of teacher incentive programs.

Elmhurst Unit District #205: Salary Plus

District Enrollment: approx. 6,370

Number of Teachers: approx. 420

School Sites: 8 elementary schools, 3 junior high schools, 1 high school

1. What were the main features of this program?

   Salary Plus is a staff development-based incentives program that provides for teachers at the top step in their salary lane to receive salary increments based on participation in district-designed classes related to district instructional needs. The program has expanded to offer staff development that can be applied toward salary advancement for all district teachers.

2. How did the program relate to staff or district needs?

   The district had a high percentage of teachers at the top of their salary lane who already held master's degrees. The program created a new opportunity for those teachers to realize salary growth within their current positions, with activities focused on district instructional needs.

3. How much was budgeted for the program, and what were the funding sources?

   The program budget was $63,000 in 1986-87 and $67,000 in 1987-88. The district provided funds from general operating revenues.

4. Who was involved in initiating, planning, and implementing the program?

   The program was initiated by central office personnel and the district superintendent, who were the primary planners of the program as well. Individual teachers joined with the superintendent and central office personnel in implementing the program.

5. What were the positive and negative impacts of the program?

   The primary positive impacts were on job effectiveness, professional growth opportunities, and salary levels. One-fourth of the survey respondents reported that Salary Plus had a positive impact on their continued employment in the district. There were no significant negative impacts reported in any area.

In summary:

Salary Plus was initiated by the central administration, bringing the local teacher association and school board in at the planning stage. Participation in the program has been steadily growing. There have been positive impacts for participants in at least several key areas, such as professional growth, job effectiveness, and salaries, while negative impacts have been minimal. The majority of respondents support continuation or expansion of the program. The program seems well attuned to the needs of a faculty with many veteran teachers who were no longer able to benefit from salary step increases, and with many teachers with advanced degrees who are looking for professional growth opportunities beyond additional college coursework.

Full report can be found on page: 75

For further information contact:

Dr. Jean Cameron, Assistant Superintendent
Elmhurst Community Unit School District 205
145 Arthur Street
Elmhurst, IL 60126

North Chicago High School District #123: Performance-Based Salary Addition

District Enrollment: approx. 950

Number of Teachers: approx. 70

School Sites: 1 high school

1. What were the main features of this program?

   The Performance-Based Salary Addition was a bonus of $150 for teachers who received an evaluation rating of "superior" and $100 for teachers who received an evaluation rating of "excellent". Salary bonuses were put into an escrow account to be distributed upon the recipient's retirement or termination of employment with the district.

2. How did the program relate to staff or district needs?

   This district has a relatively high rate of teacher staff turnover. The incentive attempts to create an inducement for longer-term employment with the opportunity to accumulate a large bonus over the course of time.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the cost was $2,350, and in 1987-88 the cost was $1,000. The program is paid through general state aid funds.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent and high school principal were the primary initiators and implementors of the program. The district school board and, to a lesser extent, the local teacher association, central office staff, and State Education Agency played a role in planning the program.

5. What were the positive and negative impacts of the program?

   Positive impacts were experienced in the areas of professional growth opportunities, job effectiveness, use of time, status among peers, salary, and relations with students. Negative impacts were felt in the areas of decision making, use of time, control over work, and collegial relations. For 13 percent of respondents the impact on salaries was negative.

In summary:

This program was initiated, planned, and implemented mainly by school administrators, with participation of the local teacher association and school board in contract negotiations. Teachers have participated in large numbers, but most view participation as mandatory and did not get involved until the program had been fully established. In a variety of ways the impact has been positive, and over 60 percent of respondents recommend continuing or expanding the program. However, a number of serious negative program impacts were cited and half of the respondents consider the program somewhat or fully unsuccessful in its present form. It seems that expansion or termination are the viable choices, and the decision must consider the prospects for including more participation in planning and implementation stages, as well as creating a meaningful award structure. In consideration of the high percentage who plan to transfer to other school districts or leave education (together, 40 percent of respondents), it is understandable and well advised for the school district to continue to explore incentives for their teachers.

Full report can be found on page: 80

For further information contact:

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Sherrard Community School District #200: Incentive Component of Salary

District Enrollment: approx. 1500

Number of Teachers: approx. 75

School Sites: 3 elementary schools, 1 secondary school (7-12)

1. What were the main features of this program?

   The Incentive Component of Salary provided teachers with a salary bonus based on a combination of meeting "minimum expectations" and participation in additional school or professional improvement activities. The latter activities had to be approved by the District Evaluation Committee and the Board of Education. The maximum bonus in 1987-88 was $300.

2. How did the program relate to staff or district needs?

   Many teachers (almost half) had been in the district for five or fewer years. This program could provide an inducement for retention as well as improved performance by recognizing professional competency and rewarding additional efforts.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the program was funded at $6,800, and in 1987-88 it was increased to $11,610. Funding came from regular general revenue sources.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent was the primary initiator of the program. Planning was done by the superintendent, school board, and some individual teachers, and to a lesser extent, principals. The superintendent, principals, and school board implemented the program.

5. What were the positive and negative impacts of the program?

   The main positive impacts were on salary, classroom effectiveness, and professional growth opportunities. Most respondents indicated the positive impact on salaries was "slight". The main negative impact was on teachers sense of control over their work.

In summary:

This program has been initiated, developed, and implemented largely by the superintendent. The local school board, building principals, individual teachers, and a teacher committee were involved at different stages. Needs assessment is largely viewed as an administrative function. Participation has been very high, but is considered mandatory. Most participants rate the program as moderately successful, and cite positive impacts on salaries, job effectiveness, and professional growth. A sizable minority felt negative impacts in relation to control over work. While close to half favor reduced efforts or dropping the program, the assumption by almost all is that the program will be continued. Following that assumption, and a pattern of including other parties at different and early stages of program development, there is potential for addressing the concerns voiced and fostering more ownership of the program among more of the teachers. In addition, plans to increase funding for the program, if carried out, could amplify the positive impacts already identified.

Full report can be found on page: 85

For further information contact:

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Indiana

At the time of the survey, the Indiana Department of Education was supporting a collection of 76 pilot programs to develop teacher incentives through rewards, professional growth opportunities, establishment of new roles, and salary increases linked to performance. These programs had been initiated during the previous year, and evaluation of the programs were used to determine the value of continuing funding. In 1987 Indiana also was implementing the "A Plus Program for Excellence in Education", an omnibus reform package that included student assessment requirements, outcomes-based school accreditation, curriculum reform, reinforcement Prime Time, a program to reduce class size at the early grades, parent involvement and adult literacy initiatives, and training for administrators. In this climate of innovation and accountability, the pilot programs at the LEAs were responsive to the state government as well as to their local constituents. All three of the study sites in Indiana were state-supported pilot sites. They represent different settings, school sizes, and approaches to teacher incentives. Their common traits are external (state) funding, a mission to create a model for dissemination to other districts, and the added energy that comes from being selected as a "special site".

Eastern Howard School Corporation: Project: TEACHER

District Enrollment: approx. 1,200

Number of Teachers: approx. 64

School Sites: 1 elementary, 1 secondary

1. What were the main features of this program?

   Project: TEACHER is a five-level career ladder. The levels are Intern, Certified Teacher, Advancement Option I, Advancement Option II, and Faculty Leader. Beginning at Advancement Option I, teachers engage in self evaluation and peer review using video taped lessons. Advancement Option II teachers serve as mentors for Interns and participate in district-planned professional growth programs. Faculty Leaders monitor Mentor and/or Instructional Leadership and may work on district curriculum development. Stipends increase with the levels, with a maximum of $10,000 and a 20-day extended contract for Faculty Leaders.

2. How did the program relate to staff or district needs?

   The district has a fairly stable staff, with a high percentage of teachers anticipating continued employment, and a majority holding masters degrees. The program offers inducements for professional improvement through staff development attuned to district needs, and enhanced professional status with the creation of diverse roles and peer review of the teaching process.

3. How much was budgeted for the program, and what were the funding sources?

   The program budget in 1986-87 was $50,000 and in 1987-88 was $70,000. The state provided full funding as a pilot project through the Indiana Teacher Quality Program.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent was the primary initiator of the program. Planning was mainly done by the superintendent and several individual teachers, with principals, the State Education Agency, university faculty, and the local teacher association assisting with planning. Implementation was done mainly by the superintendent and individual teachers.

5. What were the positive and negative impacts of the program?

   Positive impacts occurred mainly in relation to teacher salaries, professional growth opportunities, collegial relations, job effectiveness, use of time, and teacher control over their work. There were no significant negative impacts.

In summary:

Project: TEACHER was initiated by the district superintendent with several teachers playing key roles in developing and implementing the program. It was funded as a state pilot project, part of the Indiana Teacher Quality program. Participation levels were high, with various groups joining the planning process, and most participants joining in at early stages. Perceived impacts of the program have been mostly positive, and the program has received one of the highest ratings for success among our study sites. Participants recommend continuation or expansion, but fear that the program may be jeopardized by the expected loss of special state funds.

Full report can be found on page: 93

For further information contact:

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Hobart Township Community Schools: Outcomes-Based Education Incentives/Rewards System

District Enrollment: approx. 1,880

Number of Teachers: approx. 110

School Sites: 3 elementary schools, 1 secondary school (7-12)

1. What were the main features of this program?

   Four career levels relating to the implementation of Outcomes-Based Education in the district were developed for teachers. The four options are Classroom Teacher, Implementor, Specialist/Instructor, and Teacher-Trainer. At each successive level, increased stipends and extended contracts are available. The emphasis of the program is on developing a training and implementation capacity within the district, using district staff, rather than relying on outside consultants.

2. How did the program relate to staff or district needs?

   This staff includes a large majority of teachers with a master's degree or beyond who intend to continue their employment in the district. The program offers opportunities for professional development to improve performance beyond advanced study in graduate programs, and offers diverse roles and salary increments to enhance teachers' professional status.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the program budget was $52,643, and in 1987-88 the budget was $61,869. The program was funded by the state as a pilot project through the Indiana Teacher Quality Program. However, the district was preparing to assume program costs.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent was recognized as the program's initiator. Planning was conducted by the superintendent and central office staff, with some involvement from individual teachers, the board of education, and building principals. The superintendent and central office staff were the primary program implementors.

5. What were the positive and negative impacts of the program?

   Positive impacts were especially felt in the areas of job effectiveness, professional growth, relationships with students, and salaries. There were both positive and negative impacts in relation to teacher control over their work and input into decision making.

In summary:

Outcomes-Based Education Incentives/Reward is a program that created a career ladder incentive system in order to implement a particular school improvement strategy. A variety of inducements bring teachers into the program. While leadership in inception, development, and implementation has rested mainly with the superintendent and central office, teachers were brought in to the process through needs assessment and planning committees. Participation by a large proportion of teachers began early on, though there were mixed signals as to whether participation was mandatory or voluntary. The program impacts have been positive in several critical areas - job effectiveness, professional growth, and relationships with students. Respondents are split as to positive or negative impacts on issues of control, use of time, and decision making. Despite those concerns, the program has been rated as at least moderately successful by 79 percent of respondents, and 81 percent recommend that it be continued or expanded. The use of the special state funding to build local capacity makes continuation a feasible prospect.

Full report can be found on page: 99

For further information contact:

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Metro School District Wayne Township Schools: Providing for Potential

District Enrollment: approx. 12,200

Number of Teachers: approx. 750

School Sites: 10 elementary schools, 3 junior high schools, and 1 high school

1. What were the main features of this program?

   "Providing for Potential" was developed to recognize teachers' accomplishments and create opportunities for teacher initiative in developing instructional resources and studying educational problems. The program has three components: Mini-sabbaticals, Entrepreneurships, and Professional Celebrations. Mini-sabbaticals and Entrepreneurships award teachers grants and/or leave time based on proposals submitted to the Teacher Management Team. Professional Celebrations embrace a variety of awards and forms of recognition.

2. How did the program relate to staff or district needs?

   The district incorporates both urban and suburban areas, and as such is expected to meet a wide array of needs. This program rewards teachers for extra efforts they make to meet those needs, and creates venues for teachers to use their initiative in developing resources and strategies to address instructional problems.

3. How much was budgeted for the program, and what were the funding sources?

   The program budget in 1986-87 was \$90,000, and in 1987-88 was \$ \$40,000. The initial funding came from the state as part of the Indiana Teacher Quality Project, but the district has assumed program costs.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent and central office staff were mainly responsible for initiating, planning, and implementing the program. Individual teachers, building principals, and the State Education Agency were also involved in the program planning stage.

5. What were the positive and negative impacts of the program?

   Positive impacts were reported in the areas of job effectiveness, collegial interactions, professional growth opportunities, and relationships with students. While only 36 percent of respondents were program leaders or participants, higher rates of positive impacts indicate that the program had positive spillover impacts on some non-participants. There were no significant negative impacts.

In summary:

Providing for Potential has been envisioned as a way to tap the talents and ambitions of teachers with the dual result of offering them growth opportunities while creating products that can contribute to school improvement. In addition, the program enhances teacher professionalism by creating celebrations to honor excellence in teaching. While the program seemed to be tightly led by the district superintendent and central office staff during its inception, planning, development, and implementation, some teachers were brought on board during the planning phase and created a core group ready to participate early in implementation. Their positive experiences and the positive spillover effect to non-participants have justified continuation of the program. The availability of state funds as "venture capital" to test a new idea seems to have paid off in this case.

Full report can be found on page: 104

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Iowa

At the time that this study was initiated there was no statewide initiative aimed at teacher incentives in Iowa, other than a loan-forgiveness program for math and science teacher preparation programs. However, in the interim between the initiation of the study and the distribution of surveys to three selected sites, the state legislature passed a major teacher incentives act, part of the Excellence in Education Program. This program provided $92 million for teacher salaries. One portion is earmarked to make $18,000 the minimum salary for all teachers in the state. Another portion is for local districts to award salary increases to all teachers, relative to the $18,000 minimum salary, with the distribution formula to be negotiated locally by each LEA and its teacher bargaining unit. Finally, $42 million was earmarked for supplemental or performance-based teacher salary plans. This portion of the program is known as Phase III, and has aroused the most discussion. Each district is to design its own program, within broad state guidelines. Although the SEA hopes to encourage districts to attempt performance-based salary plans, initially most districts opted for supplemental salary plans while they studied the issue of performance-based pay more closely.

None of the programs selected for this study were related to Phase III funding, as the selection of the study sites preceded the legislation. However, with Phase III enacted, it can be expected that teachers responding to the surveys had a heightened sensitivity to issues of teacher incentives, as these were being discussed and debated around the state. At the same time, the excitement over Phase III may have diminished the interest in these three relatively modest programs.

Marshalltown Community Schools: Mentor Teacher Program

District Enrollment: approx. 5,000

Number of Teachers: approx. 400

School Sites: 7 elementary schools, 3 junior high schools, 1 high school

1. What were the main features of this program?

   The program originated as a mentor approach pairing "mentors" to work with newly hired or re-assigned teachers. The intent was to improve the teacher induction process while creating a new role for veteran teachers seeking professional growth. Since its inception, the program has been re-formulated into a Peer Counseling/ Peer Coaching Program for teachers to work collegially in providing each other support for professional growth.

2. How did the program relate to staff or district needs?

   As a number of new teachers were being hired by the district there was concern over the induction process. At the same time, the district had a high teacher retention rate, with many "veteran teachers," and a school improvement study conducted through the University of Northern Iowa pointed to the benefits of creating new professional options for long-term teachers. The mentor role addresses both of these concerns.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the program budget was $730, and in 1987-88 the budget was $1,000. All of the funding came from local revenue sources. Under the Phase III program in Iowa, the re-formulated Peer Counseling/Peer Coaching Program may be able to receive state funding.

4. Who was involved in initiating, planning, and implementing the program?

   Central office staff and the local teacher association were the primary program initiators. Participants in planning and implementing the program included central office staff, individual teachers, and the local teacher association.

5. What were the positive and negative impacts of the program?

   Positive impacts were mainly in the areas of professional growth and collegial interactions. There appeared to be positive spillover impacts on some non-participants. There were no significant negative impacts.

In summary:

The Mentor Teacher Program is identified as a collaborative venture of central office administration, district teacher association, and individual teachers, with other parties including outside researchers (from a university), SEA, the state legislature, and building principals contributing to the planning stage. The program itself is considered an impetus to professional growth, with side effects of enhanced teacher professionalism and retention. The district does not seem to have an attrition problem, so the focus on retention might be weaker than in a district with high turnover rates, yet the program was cited as having a positive impact on decisions to remain in present positions by a percentage exceeding the number of actual participants. It seems clear that though the program focused on a very small number of participants, its presence was viewed favorably by others and it had positive spillover impacts for many non-participants. Very few negative impacts were reported. In that light, the number calling the program unsuccessful seems a bit high, but may reflect lack of information about the program among non-participants.

Full report can be found on page: 111

For further information contact:

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Sheldon Community Schools: Career Merit Salary Increment

District Enrollment: approx. 1,100

Number of Teachers: approx. 75

School Sites: 1 primary (K-4) school, 1 middle school, 1 high school

1. What were the main features of this program?

   This program offers salary increments to teachers at the top salary level in their salary schedule lane. These increments are based on a 15 point system. Five points can be earned based on continued tenure in the district. Up to five can be based on the teacher's annual performance review, conducted by the building principal; and additional points can be earned for approved graduate study, district curriculum writing, publication in a professional journal, presentation at a national conference, or recognition from a state or national professional association.

2. How did the program relate to staff or district needs?

   A high proportion of the district's teachers were at or nearing the limits of salary growth available on their district salary schedule. This program provides incentives for continued employment by offering ongoing opportunities for salary growth, while also encouraging improved performance by rewarding excellent work and participation in professional development activities.

3. How much was budgeted for the program, and what were the funding sources?

   In 1988-88, the program's first year, the budget was $2,580. The district funded the program out of general revenues. The district's Phase III program (see section on Iowa, page 101) will not supplant this program.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent and the local teacher association were involved in the initiation, planning, and implementation of the program. Building principals and individual teachers became somewhat involved in the planning stage and more involved in the program's implementation.

5. What were the positive and negative impacts of the program?

   There were positive impacts on professional growth, job effectiveness, and salaries (with positive spillovers to non-participants in these areas). Negative impacts were reported in the areas of teachers' status among peers and collegial relationships.

In summary:

The Career Merit Salary Increment appears to have succeeded in offering some rewards to participants, with some positive impacts experienced by non-participants as well. However, there are concerns about negative impacts that could undermine the success and value of the program. The program is identified in origin and development, with both the superintendent and the local teacher association. The fact that just over half of respondents belong to the teacher association may be useful in understanding sources of support for and voices against the program. As a district with many teachers who have put in long-term service, an incentive aimed at continued motivation for improved performance seems sensible, and the use of monetary reward to overcome the salary schedule limitations a potent motivator. Examining the sources of some negative impacts and looking at teacher versus teacher association ownership could bolster the program and build upon its strengths.

Full report can be found on page: 117

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South Winneshiek Community Schools: Tuition Reimbursement for Graduate Study

District Enrollment: approx. 700

Number of Teachers: approx 50

School Sites: 1 elementary school, 1 secondary school

1. What were the main features of this program?

   The program provides for the reimbursement of up to half the tuition fees paid by teachers for graduate coursework that relates to their major teaching assignment or area of study.

2. How did the program relate to staff or district needs?

   This district has far fewer teachers who hold advanced degrees than was found in most of the study sites. This program provides teachers an incentive for pursuing advanced training through accredited graduate programs, thus contributing to improved performance (through professional growth) and teacher retention (through salary advancement based on graduate credits earned).

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87, the program budget was $3,000. This doubled in 1987-88 to $6,000, in part due to a new masters degree program available nearby. The district paid all costs out of general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   The local school board and local teacher association were the primary initiators of the program. The district superintendent joined them in planning and implementing the program. Individual teachers and principals were also somewhat involved in program implementation.

5. What were the positive and negative impacts of the program?

   The program had positive impacts on professional growth opportunities, job effectiveness, teacher salaries, and teacher's decisions to remain in their positions. No significant negative impacts were reported.

In summary:

The Tuition Reimbursement Program for Graduate Study uses classroom efficacy and monetary rewards as inducements for teachers to seek professional growth through advanced study. The program is flexible in allowing teachers to select their classes and the college or university they wish to attend, while maintaining accountability by requiring that the coursework be directly applicable to the teachers work assignment. This faculty includes fewer than typical (in our set of sites) teachers with advanced degrees, so this incentive is matched appropriately to a staff need. Districts where a large share of the staff already have a master's degree or more may not find this approach as effective. The identification of the program with both the school board and local teacher organization is indicative of mutual ownership by administration and teachers (note that about 90 percent of the respondents belong to the association), and that shared sense of ownership no doubt contributed to the high level of participation and positive feelings about the program.

Full report can be found on page: 123

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Michigan

In October 1986 "Seizing the Opportunity: A Time for Commitment" was released by the State Board of Education. This report was intended to prompt legislative initiatives on several fronts affecting teacher incentives, including increased investment in teachers and teacher education, recruitment of quality teachers in all areas of the state, enhancing the quality of school leadership, and providing teachers with the appropriate physical environment and a professional climate in which to work.

Teachers' salaries in Michigan were among the highest in the nation, but there was concern about equity in teacher salaries among rural, suburban, and urban districts.

Although the report sparked discussion, it did not lead to any legislation or SEA initiatives. There was, however, a loan forgiveness program budgeted at $2 million for retraining teachers in the areas of mathematics, science, computer education, and for middle school instruction (H.B. 4380). Newly revised re-certification standards required teachers to engage in continuing education, providing an incentive for professional development activities.

Dearborn Public Schools: Consulting Teacher Program

District Enrollment: approx. 12,500

Number of Teachers: approx. 840

School Sites: 18 elementary schools, 5 junior high schools, and 3 high schools

1. What were the main features of this program?

   The Consulting Teacher Program provided an opportunity for teachers to function as mentors for new hirees to the district. The Consulting Teachers received training in their roles and were given full-time leave from classroom teaching for a year to work with the new teachers.

2. How did the program relate to staff or district needs?

   After a long period of staff reduction, Dearborn needed to hire many new teachers. The Consulting Teacher Program addressed the concern over providing meaningful support to the new teachers during their induction stage, while creating new professional role opportunities for a staff composed of many veteran teachers (in the district over 20 years), a majority of whom were highly trained and held master's degrees.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87, the program budget was $395,960. In 1987-88, funding dropped to $133,956 as there were no newly hired teachers that year. The district uses general revenue funds to pay for the program.

4. Who was involved in initiating, planning, and implementing the program?

   The program was initiated by central office personnel and the local teacher association. They were also most influential in planning the program, though principals, individual teachers, the district superintendent, and the board of education were all involved in planning as well. Central office staff and the local teacher association were the primary implementors of the program.

5. What were the positive and negative impacts of the program?

   There were positive impacts, including spillover impacts on non-participants, in the areas of job effectiveness, teachers' control over their work, collegial relations, and professional growth. Participants felt there were positive impacts on their decision to remain in their present positions. Few negative impacts were reported.

In summary:

The Consulting Teacher Program was established to improve performance among entry-level teachers. Of note, a teacher supply and demand study was among the needs-assessment instruments used to inform the new program. The program was mainly the creation of the local teacher federation and central office personnel, with building principals and individual teachers contributing to the planning and implementation stages. Virtually all teachers were members of the local teacher federation, so it is likely that identification of the program with the teacher federation was an important ingredient in its acceptance. Though the number of participants was small, those who were involved came on board at an early stage in the program. The lack of negative impacts and apparent positive spillover impacts to non-participants indicate that the program has value and potential for staff beyond its service as a vehicle for new teacher induction. In a district with large numbers of teachers approaching retirement, this program may be an avenue for improved induction of new hirees while providing professional growth opportunities to experienced teachers.

Full report can be found on page: 129

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Lansing Public Schools: Quality of Work Life Committee - Employee Recognition Program

District Enrollment: approx 23,500

Number of Teachers: approx. 1,300

School Sites: 33 elementary schools, 4 middle schools, and 3 high schools

1. What were the main features of this program?

   The Quality of Work Life Committee sponsors a variety of employee recognition awards, including "The Employee of the Month," the "Years of Service Recognition Program," the "Meritorious Service Award," the "Outstanding Contribution Award," and a district-wide employee retirement reception. In addition, the Quality of Work Life Committee sponsors an employee assistance program called RESOLVE.

2. How did the program relate to staff or district needs?

   This is a large urban district with a large administrative structure. The program aims at using awards and recognition, along with improved workplace conditions, to encourage retention and acknowledge staff commitment to professionalism, and to overcome the sense of disunity that can occur in a large organization.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87, the budget for the program was $5,000. This increased to $12,000 in 1987-88 due to district costs for the RESOLVE program. All funds come from local district general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   Respondents were uncertain who initiated the program, but the local teacher association, central office staff, and local school board were suggested most often. Individual teachers, the local teacher association, and central office staff were most often identified as program planners and implementors.

5. What were the positive and negative impacts of the program?

   Positive impacts occurred on collegial relations, professional growth, status among peers, and job effectiveness. Negative impacts were in the area of teacher input into building and district-level decision making.

In summary:

The Quality of Worklife Committee sponsors activities to bestow honor and recognition on district employees, to build pride and self esteem, and to improve employee well-being through the RESOLVE program. This fits into the category of enhancing status for teacher professionals, except for the RESOLVE program, which attempts to improve teacher performance by reducing stress. Increased teacher efficacy and awards/recognition are the two most prominent inducements offered. No one person or group was identified as the "founder" of the program, though the local teacher organization, individual teachers, and central office personnel were frequently recognized for their involvement. An administrative team was most often cited as a form of needs assessment for this program, but several strategies with a teacher focus such as a teacher survey, a teacher committee, and input from the local teacher association, were each mentioned by over half of the respondents.

Participation rates were low, in accord with the nature of the program. The small number of participants may seem odd given the high number of respondents who believed that teachers and the teacher organization were involved in initiating, planning, and implementing the program, as well as in furnishing needs-assessment data. It may be that a small and select number of teachers were involved in the genesis of the programs, and that the programs don't lend themselves to mass participation. What was striking was that 60 percent did not know if they were even eligible (they are) to participate, and 50 percent anticipated no involvement in the program at any time.

There appear to be positive spillover impacts in the areas of professional growth, collegial interaction, and job effectiveness. However, negative impacts were reported in the areas of building and district decision making. Almost as many respondents cite negative as positive impacts on salary and benefits. Overall, the program was rated unsuccessful by 27 percent of respondents, a substantial number. Only 23 percent consider the program completely or mostly successful, with 50 percent rating it as moderately successful. Clearly the program has demonstrated its value to participants and to some others, yet there remain many who have not been favorably impressed. With many teachers lacking clear information on the program (e.g., not knowing if they were eligible), it is likely that some negative assessments were based on incomplete or incorrect ideas about the program. For some respondents, equity issues were a factor in regard to negative impacts on decision making: whenever some individuals are selected for special recognition, others are passed over. Also, the program did not have an advocate easily identified by respondents. Although teachers and their association played a role in developing the program, their identification with the program may not be strong or universal enough without a recognized advocate for the program creating "true believers" among the ranks.

Full report can be found on page: 135

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Olivet Community Schools: Instructional Theory Into Practice (ITIP)/Scripting

District Enrollment: approx. 1,140

Number of Teachers: approx. 65

School Sites: 1 elementary school, 1 middle school, and 1 high school

1. What were the main features of this program?

   This district staff development program is based on Instructional Theory Into Practice (ITIP), using Scripting as a strategy to assure implementation and evaluation of the program. The program was purchased from the intermediate service agency serving Olivet and presented at the school site. A three-year cycle was established so that all teachers would have the opportunity to participate, and almost all have. The process worked so well that the district intends to use it for further staff development programs.

2. How did the program relate to staff or district needs?

   This staff included a high number -- 25 percent -- of teachers who had been with the district five or fewer years, and a large number who had not done a significant amount of graduate study. This program provided uniform staff development related to district-wide school improvement strategies, which in turn could foster collegiality and norms of professional growth leading to teacher retention and improved performance.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the budget for the program was $5,866. This increased to $8,900 in 1987-88, as the next cycle of teachers joined the program. The district used Chapter II funds to help support the program.

4. Who was involved in initiating, planning, and implementing the program?

   The program was initiated by the district superintendent and building principals. The superintendent and principals were most influential in planning the program, with the intermediate service agency and individual teachers also involved. Implementation was primarily done by the superintendent and principals, with some local school board involvement.

5. What were the positive and negative impacts of the program?

   Positive impacts were mainly in the areas of job effectiveness, professional growth opportunities, relationships with students, effective use of time, and collegial relations. There were no significant negative impacts.

In summary:

The ITIP/Scripting program at Olivet is an example of a staff development program serving as an incentive for improved performance by increasing teachers sense of efficacy and career status. The staff development program itself is part of the incentive. The delivery program of bringing the training to the district and creating on-going support through the Scripting process, is equally significant. The staff identify the superintendent most clearly as the leader in all stages of the program's evolution, followed by building principals. The intermediate service agency, individual teachers, and the local school board also played roles. It is unusual among our study sites to see as small a role attributed to the local teacher association, especially as virtually all teachers belong to the association in Olivet. The positive impacts are certainly of value to the district, and the 30 percent who claim the program had a positive impact on their decision to remain in their jobs should be a benefit to the district, especially as the district has a higher than usual staff turnover rate. With a faculty that tends to be young and less experienced than in many districts, the creation of incentives for professional growth and collegial interaction can certainly be an effective long-term investment. Teacher efficacy and professional collegiality may both be forces that can reduce teacher attrition while fostering improved performance.

Full report can be found on page: 141

For further information contact:

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Minnesota

In Minnesota there had not been any legislation focusing on teacher incentives issues. Teacher salaries tended to be above the national average, and the prevalent feeling was for salaries to be locally determined. Overall, Minnesota had not experienced teacher shortages, even in the more isolated areas of the state. Shortages of teachers in remote regions in particular subject specializations, such as science or foreign languages, were addressed by encouraging districts to share personnel.

Educational technology has been an important issue in Minnesota, and in 1986-87 the legislature did appropriate $2.3 million to establish demonstration sites for teacher training, curriculum development, and the use of technology in education. In addition, the state provided grants to support teacher centers on a pilot project basis. Another pilot program, the Minnesota School Based Teacher Education Program, provided funding for colleges of education to develop school-district-based teacher preparation programs in collaboration with LEAs. One of these, the Minnetonka Mentor Teacher Program, is included in our collection of study sites.

In 1987, Minnesota was one of two states in the nation with a separate State Board of Teaching governing entry into the profession and maintenance of credentials. This autonomous board has nine members, seven of whom are teachers. The board has provided some guidance to local districts using their own funds to attempt various approaches to teacher incentives. Technical assistance to districts is also available through the regional service centers (Educational Cooperative Service Units, or ECSUs). Local districts may, at their discretion, target a portion of state foundation aid for recognition of exemplary teachers.

Gaylord Community Schools I.S.D. #732: Peer Evaluation

District Enrollment: approx. 605

Number of Teachers: approx. 40

School Sites: 1 attendance center (-K to 12)

1. What were the main features of this program?

   The Peer Evaluation option for teachers at Gaylord allows teachers to be observed by a peer rather than by their principal for the purpose of summative evaluation. Teachers may use release time to observe their colleagues for the purpose of peer evaluation. Following observations, the two teachers hold a post-observation conference, with the principal in attendance as well.

2. How did the program relate to staff or district needs?

   Evaluation is made a more meaningful if conducted by someone with expertise in the same field of work as the person being evaluated. It is impossible for a building principal to be an "expert" in each content area. Peer evaluation can motivate teachers to improve performance and enhance the status of teachers as professionals by enlarging their responsibilities and control over conditions of their work.

3. How much was budgeted for the program, and what were the funding sources?

   The program did not have a budget for 1986-87 or 1987-88. Any indirect costs of operating the program were absorbed by general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   The principal was viewed as the key person in initiating, planning, and implementing the program, with the district superintendent playing a supporting role. Individual teachers, the local teacher association, the local board of education, and the state education agency all contributed somewhat to planning the program.

5. What were the positive and negative impacts of the program?

   There were reports of modest positive impacts on job effectiveness and status among peers, with some spillover impact on non-participants. Virtually no negative impacts were reported.

In summary:

Peer Evaluation appears to have been initiated by the high school principal, with support from the superintendent, and largely planned and implemented by the principal with some involvement from the superintendent, individual teachers, the school board, and the local teacher association -- the latter two, no doubt, involved in terms of including the Peer Evaluation option in their negotiated agreement. Teachers see the program as a way to induce improved performance, and see increased teacher efficacy as the primary motivating force for participation, though for some, improvement of workplace conditions and enhanced teacher status might be incentive forces. Needs assessment was mainly an administrative function. Participation in the program was low, with a large number of respondents unclear on their eligibility status. Some reasons for this low participation came out during interviews with participants -- the difficulty in arranging time out of the classroom to observe other teachers, the lack of a pool of peers to draw from due to the small faculty (e.g., if there is only one music teacher, there is no one to serve as that person's peer evaluator), and a general feeling that the process was still an administrative one, even if conducted by a teacher. The results show, however, that for those who did participate the experience was a positive one, particularly in terms of job effectiveness. Most teachers would like the program to continue. Clearly for the program to increase its value to teachers, the problems of small faculty size and time constraints need to be addressed.

Full report can be found on page: 149

For further information contact:

Dr. John E. Fredericksen, Superintendent
Gaylord Independent School District #732
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Minnetonka Public Schools: Mentor Teacher Program

District Enrollment: approx. 5,550

Number of Teachers: approx. 350

School Sites: 6 elementary schools, 1 junior high school, and 1 high school

1. What were the main features of this program?

   Mentors are matched with beginning teachers (proteges) to provide support and assistance for new teachers going through the induction stage of their careers as teachers. Mentors are selected by the protoges after they have had a chance to find a mentor teacher they are "comfortable" with. Mentors receive training and are given a stipend for their additional responsibilities, and both mentors and protoges have release time to pursue appropriate activities together.

2. How did the program relate to staff or district needs?

   The district had a large pool of new teachers entering a staff with many teachers with 20 or more years of experience. The mentor role provides veteran teachers with an opportunity to expand the range of their skills and responsibilities, while lending assistance to novice teachers that will increase their comfort and success in the classroom, thus contribution to retention and improved performance.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the Mentor Teacher Program was funded through a state grant as part of the School-Based Teacher Education Program. After a year of documented success, the school district assumed the program costs using local general revenues in 1987-88. The budget was $13,000 for that year.

4. Who was involved in initiating, planning, and implementing the program?

   The superintendent, central office staff, University of Minnesota faculty, and individual teachers all were identified as program initiators. Central office staff, building principals, and individual teachers were most involved in planning the program, with the university faculty, school board, and superintendent playing supporting roles. Individual teachers were considered most important in program implementation, followed by central office staff and principals.

5. What were the positive and negative impacts of the program?

   There were positive impacts with spillover impact on non-participants in the areas of collegial interaction, professional growth opportunities, job effectiveness, and overall job satisfaction. Virtually no negative impacts were reported.

In summary:

The Teacher Mentor Program was established to foster professional growth while meeting future needs for induction of new personnel. The program was initiated as a joint venture with a university and ECSU, and was not strongly associated with a single person or group. In the planning stage individual teachers became an important force, and in implementation they became most important, with support from central office staff and principals following. The involvement of the university staff is perceived to have tapered off. Participation in the Teacher Mentor Program was limited by its nature, but positive impacts seemed to accrue for participants in most areas, with positive spillover impacts to non-participants in collegial interaction, professional growth opportunities, job effectiveness, and job satisfaction. The overall rating was uniformly positive, with virtual unanimity that the program should be either continued or expanded. Participants seem to feel a sense of program ownership, and non-participants can appreciate the contribution the program has made towards improving the level of collegial interaction and professional growth.

Full report can be found on page: 153

For further information contact:
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Minnetonka Public Schools
261 School Avenue
Excelsior, MN 55331

Winona Public Schools I.S.D. #861: School Based Management

District Enrollment: approx. 4,450

Number of Teachers: approx. 270

School Sites: 8 elementary schools, 1 junior high school, and 1 high school

1. What were the main features of this program?

   The purpose of this program was to redistribute decision making from a totally centralized approach, with all decisions in the hands of the superintendent, to a participatory model, with decisions made at the building or district level, as deemed appropriate. Teachers participate through School Improvement Councils and District Improvement Councils. Initially, council participants received stipends for their time, though the stipends have since been withdrawn due to lack of funds.

2. How did the program relate to staff or district needs?

   A large number of teachers at Winona had at least a master's degree and over half had been in the district over 20 years. Teachers with this much training and experience naturally consider themselves qualified to make many of the decisions affecting the conduct of their daily work. Autocratic decision making that denies teachers any input can be a source of discouragement to such teachers, and this program can enhance the status of teachers as professionals and also motivate improved performance by acknowledging and making use of the wisdom teachers have accumulated.

3. How much was budgeted for the program, and what were the funding sources?

   In both 1986-87 and 1987-88 the program budget was $64,000. The funds came from both state and locally generated general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   A superintendent new to the district was the initiator of this program. The superintendent along with principals, central office staff, individual teachers, and the school board were all involved in program planning and implementation.

5. What were the positive and negative impacts of the program?

   The program had positive impacts in the areas of job effectiveness, collegial relations, teachers' control over their work, professional growth, and input into building-level decisions. The impact on input into district-level decisions was not as evident. Negative impacts were reported by a small (less than 10 percent) number of respondents.

In summary:

Winona embarked on a program to radically alter the decision-making process in their district, a major aspect in the culture of any school district. Changes of this kind take time. Staff perceive the purpose of this program is to combine enhanced status for teachers with improved performance, and they are aware of diverse incentive forces that drive the program. In its first few years, the program has been perceived as the offspring of the superintendent with only secondary involvement from other parties in planning and implementation. Program participation has been high, though some confusion about whether to call School-Based Management mandatory or voluntary may reflect an uncertainty as to how far-reaching the scope of the program is or will become. There were positive impacts in many areas, most notably in input into building-level decision making. However there was less positive impact reported on district-level decision making, which may be some indication of differences between the building level SICs and the District Improvement Council. It may be that changes in school culture of this magnitude can be implemented more quickly at the building-level than on a district-wide basis.

A consistent number of respondents reported negative impacts -- usually between 6 and 10 percent of respondents- for most impact items. Interviews and survey comments revealed a certain number of entrenched opponents in the district who could be expected to dismiss the program. By most accounts, these individuals tended to be in one building. Pockets of resistance are not unusual in this kind of organizational change. There were some reservations expressed as to whether or not the SICs really had any authority or were merely advisory groups. It is understandable in a situation where decision-making structures are being redesigned to have some confusion and conflict over the scope of the new roles. While these concerns must be addressed, they do not need to diminish the potential value of the program. Continued attention to levels of concern and involvement and ongoing negotiations among the parties involved are necessary elements in maintaining the change process. Site-based management can be best implemented as an element of the organizational environment, rather than as a discrete program.

Full report can be found on page:	159
For further information contact:	Dr. Charles Sambs, Interim Superintendent Winona Independent School District #861 166 West Broadway Winona, MN 55987

Ohio

In December of 1986 the State Board of Education made legislative recommendations to increase the minimum teacher salary in Ohio and expand subsidies for local inservice activities and district planning practices. The initiative called for raising the minimum teacher salary to $16,000 in FY88 and to $19,000 in FY89 in order to address teacher shortages felt and anticipated at that time. The Ohio Teacher Education and Certification Advisory Commission recommended to the State Board of Education that subsidies be targeted to certain geographic areas of the state and subject areas where there were teacher shortages. The geographic regions were the major metropolitan centers and 28 Appalachian counties in southeastern Ohio. The subject areas were mathematics, foreign languages, and physical science.

Ohio also implemented new teacher certification requirements with three levels: Provisional, Professional, and Permanent. An entry-year internship program was initiated to support the induction process for beginning teachers. Local districts were to implement such internship programs, but with no additional funding for this program many districts found it difficult to fully implement the initiative.

The teacher voice in decision making at the state level is evidenced in The Teacher Advisory Committee to the State Superintendent. This committee has provided input into many activities of the Department and has co-sponsored, with the Department, a statewide Teacher Forum. The Department has also initiated a statewide newsletter devoted to sharing successes, concerns, and opportunities for the state's teachers.

Huber Heights City Schools: Intervention

District Enrollment: approx. 7,800

Number of Teachers: approx. 420

School Sites: 6 elementary schools, 1 middle school, 1 junior high school, and 1 high school

1. What were the main features of this program?

   Intervention is a program that serves as an incentive for teachers by providing support services to students with serious personal problems. The initial focus of Intervention was on students with problems related to drug or alcohol abuse. A host of programs were established, with workshops held for district staff to increase their understanding of the problems these students face and how to use the programs to the students' benefit. More recently programs have been established dealing with other problem areas such as parental divorce, teenage suicide, anorexia, sexual abuse, and low self-esteem. Also, an Employee Assistance Program was initiated to directly help staff members cope with personnel problems.

2. How did the program relate to staff or district needs?

   Teachers in the district are, as a group, well educated with many years of experience. They are professionals who aim to do quality work, but were disheartened by the number of students who were unable to learn successfully due to preoccupations with personal problems. By establishing support at the district level for working with these students, teachers are able to realize improved performance in their own tasks and reduce the amount of burnout and frustration in their work.

3. How much was budgeted for the program, and what were the funding sources?

   The program was funded in 1986-87 at $80,000 and in 1987-88 at $84,000. Initially, 30 percent of the funds came from a state pilot grant, and the remainder came from local general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   Central office staff, the local school board, the district superintendent, and the state education agency were all viewed as initiators of the program. The central office staff were viewed as the primary program planners and implementors, with individual teachers, principals, and the superintendent also involved.

5. What were the positive and negative impacts of the program?

   Positive impacts were most common in relationships with students, job effectiveness, and professional growth. There were very few reports of any negative impacts.

In summary:

Intervention was initiated as a service to students and indirectly to teachers. No one party is identified as the originator of the program, though central office staff was named most often as playing a role in the initiation, planning, and implementation stages. The superintendent, school board, SEA, individual teachers, and building principals were all seen as contributing to program development and implementation at different times, indicating that a broad constituency identifies with the program.

While fewer than half the respondents participated in the program (and it is likely that participants are over-represented among respondents) it appears that for some teachers the program functions as an incentive by offering improved relationships with students, professional growth, and job effectiveness. Most view the program as intended to improve teacher performance, though some recognize the goal of teacher retention that was, in fact, highlighted in the district's rationale for the program. The sense of improved teacher performance may be somewhat different here; where often "improvement" efforts take the form of staff development, the Huber Heights staff is highly educated, with over two-thirds holding a master's degree or higher. Among such a staff, the sense of improving performance may take the form of providing support to deal with troubled students so that teachers can maximize their own potential as expert providers of classroom instruction. The two motivators most respondents identified the program with, increased teacher efficacy and improved workplace conditions, follow from this intent of the program, to help teachers perform better by providing increased support services to students. The large majority recommend continuing or expanding the program, an indication that in meeting student needs the program is meeting teacher needs as well.

Full report can be found on page: 167

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North Olmsted City Schools: Motivation to Excel

District Enrollment: approx. 4,700

Number of Teachers: approx. 250

School Sites: 5 elementary schools, 1 middle school, and 1 high school

1. What were the main features of this program?

   This program was designed to bolster staff and student morale and pride in the school and to nurture community support for the local school district. The four major components of the program are: 1) staff development, support, and recognition; 2) parent awareness and support; 3) community and business support for recognition and challenges for teachers and students; and 4) teacher mini-grant program for teachers to pursue their own ideas about strategies for improved instruction and motivation. Various evaluations of the program have attested its success thus far.

2. How did the program relate to staff or district needs?

   The program was instigated to counteract negativism growing out of declining enrollments and teacher lay-offs, successive levy defeats, and a teacher strike. Improving the attitude of teachers, students, parents, and the community toward the schools has motivated teachers to improve performance and created an enhanced status for teachers as professionals within the district.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87 the program budget was $42,000, and in 1987-88 it was $38,000. Five percent of the initial funding came from a foundation grant. The remainder came from a combination of state and local general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   Central office staff was strongly identified with Motivation to Excel at its initiation and during the planning and implementation stages. Principals, individual teachers, and the superintendent contributed to planning the program. Individual teachers and principals were also involved in program implementation.

5. What were the positive and negative impacts of the program?

   The most pervasive positive impacts were in the areas of professional growth, job effectiveness, collegial relations, and relationships with students. About half the respondents felt the program had a positive impact on their involvement in building-level decisions. The only noticeable negative impact was on efficient use of time, reported by nine percent of respondents.

In summary:

Motivation to Excel was a pro-active response on the part of a school district, led by central office personnel committed to improving staff and pupil morale and the professional work culture. It was viewed as an effort to improve staff performance and enhance the status of educators through a variety of incentives: awards and recognition, increased efficacy, improvement of working conditions, enhanced teacher status, and enlargement of professional responsibilities. With central office staff leadership, building principals, and individual teachers were brought into the planning and implementation processes. A teacher survey was almost as widely recognized as the administrative team's input on needs assessment. Program participation has been high, and to some degree all staff are considered participants in the program.

Impacts have been particularly favorable in professional growth, collegial interactions, relationships with students, and job effectiveness. Decision making has been improved at the building level for about half the respondents, but was not affected in positive ways for most teachers at the district level. Only the item "use of time" had a considerable number (nine percent) reporting negative impacts. Activities that are part of Motivation to Excel are often time consuming. The overall rating for the program indicates that most staff feel the Motivation to Excel program is successful and would like it to be expanded or at least continued. Improved professional growth opportunities, a sense of greater efficacy, and improved relationships with colleagues and students are all incentives that can be expected to increase the value of teaching positions at North Olmsted.

Motivation to Excel was awarded the 1989 Ohio Department of Education's Distinguished Award for Excellence in Staff Development.

Full report can be found on page: 173

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Rittman Exempted Village Schools: Superior Instruction Awards Program

District Enrollment: approx. 1,350

Number of Teachers: approx. 85

School Sites: 2 elementary schools, 1 middle school, and 1 high school

1. What were the main features of this program?

   The Superior Instruction Awards Program allowed teachers to use performance evaluations as the basis for up to eight points of 15 needed to receive a salary increment. Upon the teacher's request, the principal determined a point value (up to 8) for the two most recent evaluations conducted. Other points could be earned through participation in various professional growth activities. If half the points were earned on the basis of evaluations, a teacher could qualify for an annual salary increase. If fewer than seven of the points were based on evaluations, a teacher would have to wait three years between salary increases. The bonus was computed as 3.4 percent of the salary base. After one year of operation, the program was frozen due to lack of funds.

2. How did the program relate to staff or district needs?

   The district appears to have a high teacher turnover rate, with more than 40 percent expecting to leave the district or retire within five years. Opportunities to obtain increased salaries may have been an approach to promote teacher retention. At the same time, the emphasis on performance evaluation and professional development activities as the basis for salary increases was also an inducement for improved performance.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87, the program budget was $3,618. This increased to $3,832 as teachers awarded the salary increment the prior year continued to receive them, but no new salary increments were awarded. The program was paid for with local general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   The district superintendent was considered most important in initiating, planning, and implementing the program. Building principals, the local school board, and individual teachers were also involved in planning. A small number of respondents believed the local teacher association had helped to plan the program. Principals, the school board, central office staff, and individual teachers participated in implementing the program.

5. What were the positive and negative impacts of the program?

   Positive impacts were realized in professional growth opportunities, job effectiveness, and salaries. For nine percent of respondents, there was a negative impact on salaries.

In summary:

The Superior Instruction Award (a component of the Professional Growth Increment Program) was seen as a means to improve teacher performance and enhance the professional status of teachers. A small number also identified teacher recruitment and retention as purposes of the program. In fact, the district appears to have a high rate of attrition, so that such purposes may have been intended. Monetary rewards and increased teacher efficacy were the most often recognized motivators for the program.

This program was seen as the superintendent's agenda from initiation, through planning and implementation. At the planning and implementation stages, other parties were involved, but teachers were mentioned less often than the local school board or principals at both stages. However, some teacher input was included in needs assessment, and participation rates in the program were high. Positive impacts were most frequently felt in the areas of professional growth and job effectiveness. It was noted that the positive impact on salaries was less pronounced.

There did not seem to be a disproportionate ratio of negative impacts on staff interactions, which is often a pitfall of merit salary programs. In interviews, comments were made indicating that teachers who had barely missed qualifying for the merit increment had some resentment about the fact that due to the freeze on the program they were denied a second year to accrue the additional points, while those who had been awarded increases during the program's operational years continued to receive them. They all stressed that they did not fault the individual teachers, but the design of the program that permitted such a situation to occur. Some suggested that policies be modified to rectify the situation. This grievance may account for some of those who rated the program as mostly unsuccessful.

It should be noted too that the local teacher association was not viewed as having played an important role in developing the program. In cases where the teacher association is involved and the program becomes part of contract language, there seems to be a stronger commitment (indeed, there may be a contractually binding commitment) to maintain incentive programs and not view them as add-ons that can be easily dropped.

The greatest number of respondents would like the program to have been expanded, to offer greater increments and/or more ways to earn them. Many others merely wanted the program to be continued. It was natural for the program to have had some "growing pains" in the first year, but overall it appears that the program was heading toward success. It was very unfortunate, then, that it was necessary to freeze the program. Comments made on surveys and during interviews revealed that many respondents who had bought into the program would be more reluctant next time to support such an innovation, for fear of having it swept out from under them again.

Full report can be found on page: 179

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Wisconsin

In 1985 the Wisconsin Department of Public Instruction began to provide eight districts with support to pilot innovative teacher incentive programs, selected on the basis of competitive proposals. The Request for Proposals had specified that programs selected would have to fit into one of the following categories: 1) incentives and innovations for training new teachers and for staff development; 2) incentives for retaining teachers in their profession through the development of career ladder structures; 3) incentives for retaining teachers through monetary and non-monetary rewards; or 4) a combination linking the above three. In the first year the state allocated $1,070,000 for the eight programs. Funding was continued at slightly lower levels for a second year. However, in the third year (the year surveys were distributed for this study), the state funding had dropped considerably. The expectation was that the initial state support would allow for the development of model incentive programs, and that other districts might adopt one of these models at their own expense. A very small budget was available for dissemination of the models. Two of the study sites included in this report (Platteville and Waunakee) were among the eight state pilot programs.

In addition, Wisconsin requires that all school districts have a planned and continuous in-service program for staff that meet Department of Public Instruction criteria. This state requirement could result in programs that may be incentives for improved performance and enhanced professional status.

On other fronts, Wisconsin has attempted to implement initiatives to increase the participation of minorities in the education professions. The state has encouraged the revitalization of local Future Teacher Clubs at the high school level. Finally, Wisconsin has a Teacher-of-the-Year Program that awards grants of $1,000 each to four teachers annually.

Green Bay Area Public School District: Educational Improvement Program (EDIMPRO)

District Enrollment: approx. 17,000

Number of Teachers: approx. 1,125

School Sites: 23 elementary schools, 4 junior high schools, and 4 high schools

1. What were the main features of this program?

   EDIMPRO is a staff development program that enables teachers to fulfill contractual inservice obligations though a variety of classes and programs, mostly offered on site. Teachers may initiate courses they wish to teach and earn inservice credit or a stipend for doing so. A written needs assessment each spring gathers teacher input on what program EDIMPRO should offer during the next school year. A full time staff position is devoted to coordinating EDIMPRO, and the program is governed by a policy board made up of five teachers and four administrators.

2. How did the program relate to staff or district needs?

   The staff at Green Bay includes fewer teachers with advanced degree credits than most of the districts. EDIMPRO offers an alternative path to continuing professional development, motivating teachers toward improved performance. The emphasis on teacher input and oversight over the program can also be an incentive toward enhancing the status of teachers as professionals.

3. How much was budgeted for the program, and what were the funding sources?

   EDIMPRO was funded at $98,094 in 1986-87 and at $97,414 in 1987-88. The program is paid for with regular district general revenues.

4. Who was involved in initiating, planning, and implementing the program?

   The local teacher association was most often identified as the program initiator. Planning was done by individual teachers, the local teacher association, central office personnel, the district superintendent, and the local school board. Individual teachers, central office staff, and the local teacher association were primarily responsible for implementing the program.

5. What were the positive and negative impacts of the program?

   There were positive impacts in relation to job effectiveness, collegial relations, relationships with students, and opportunities for professional growth. There was little impact reported on salaries, and very few negative impacts of any kind were reported.

In summary:

The data indicate a high level of support for the EDIMPRO program. It is interesting to note the wide range of partners involved from the very beginning, and the significant role attributed to individual teachers and the local teacher association at every stage. Concerns were expressed by some respondents that the program had become too "free wheeling" as far as the array of activities that were accepted for credit, and there was a sense that this would be tightened somewhat. It will be interesting to see how that change affects the level of satisfaction with the program.

It is noteworthy that although there is a built-in monetary penalty for not participating, few respondents felt that monetary rewards were an important motive, and few indicated that they felt any impact in terms of salary. The more critical areas affected by the program were professional growth, collegial interaction, relations with students, and job effectiveness. All four have been documented in the literature on incentives as important sources of teacher satisfaction. It also can be noted that the Green Bay faculty holds proportionally fewer advanced degrees and graduate credits than most of the 21 districts. The EDIMPRO approach may be an effective way to provide an alternative to graduate study that meets teachers' continuing education needs.

Full report can be found on page:	187
For further information contact:	Mr. Scott Amo, Supervisor of Staff Development Green Bay Area Public School District 200 South Broadway Green Bay, WI 54303

Platteville Public Schools: The Platteville Plan for Instructional Improvement

District Enrollment: approx. 1,850

Number of Teachers: approx. 145

School Sites: 3 elementary schools, 1 middle school, and 1 high school

1. What were the main features of this program?

   The Platteville Plan for Instructional Improvement (PPII) was supported initially by a state grant from the Wisconsin Teacher Incentives Pilot Project. The program built on plans already in progress to foster professional growth and school improvement in the district. The four program components are curriculum development, staff development, performance assessment, and a system of incentives including but not limited to monetary rewards. Incentives including salary stipends and release time were provided to encourage teachers to assume new roles in order to implement the first three program components named above.

2. How did the program relate to staff or district needs?

   Platteville appears to have a high turnover rate and a large number of relatively inexperienced teachers. Increased mastery of teaching duties can be a motivating force toward retention and improved performance. Through carefully developed performance assessment, staff development, and involvement in curriculum development, teachers' efficacy and, therefore, satisfaction is expected to increase.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87, the program budget was $110,000 and in 1987-88 it was $120,000. The state grant provided 45 percent of the project funding. However, the state grant period has ended, and the district must now assume all costs in order to continue the program.

4. Who was involved in initiating, planning, and implementing the program?

   Central office staff were identified as the key figure in program initiation, planning and implementation. At the planning stage, the superintendent, principals, individual teachers, local school board, and state education agency were also involved. The superintendent, principals, and individual teachers worked with central office staff to implement the program.

5. What were the positive and negative impacts of the program?

   Positive impacts were pervasive in relation to professional growth opportunities, job effectiveness, collegial relations, and relationships with students. About half the respondents felt a slightly positive impact on their salaries. The only noteworthy negative impact was on use of time.

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In summary:

The Platteville Program for Instructional Improvement took advantage of the state funding to implement in a short time frame a wide range of incentives for teacher role diversification and professional growth. The project seemed to be initiated and developed mainly by central office staff, with other parties brought on board so that the superintendent, principals, school board, and teachers were all represented. It can be noted that individual teachers, rather than the teacher association, were involved at each stage.

The project impacts were especially positive in the same four areas seen in Green Bay's EDIMPRO program: job effectiveness, professional growth, interaction with colleagues, and relationships with students, though more respondents reported positive monetary impacts than in the Green Bay program. The only negative concern seemed to be the use of time, and one can easily imagine how this host of activities took a toll on staff time. Overall, the respondents, almost all of them participants, rated the program as a success. The focus on professional development no doubt serves a critical function. In light of the high turnover rate, and the positive impact on respondents decisions to remain in their positions, this program may be able to address the secondary purpose of teacher retention as well. With the loss of state funds, the program will inevitably be reduced in scale. This program was designed in component parts which should facilitate the process of narrowing down the scope. All interview subjects were certain the district would be able to maintain some components of the program, but there was some concern about keeping the best, not simply the least expensive, parts. Hopefully, the state support allowed the district to attempt a wide range of activities so that the best of those practices could be continued and further developed.

Full report can be found on page: 193

For further information contact:

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Waunakee Community School District: Waunakee Teacher Incentive Pilot Program:

District Enrollment: approx. 1,625

Number of Teachers: approx. 120

School Sites: 1 elementary school, 1 middle school, and 1 high school

1. What were the main features of this program?

   The program was initially funded by the state through the Wisconsin Teacher Incentives Pilot Project. It features a career ladder with advancement based on years in service and performance reviews. The four stages in the ladder are Provisional Teacher, Professional Teacher, Teacher Specialist, and Master Teacher. The Teacher Specialist and Master Teacher are parallel options, with the Teacher Specialist assuming additional responsibilities in exchange for release time and a salary increment, while the Master Teacher remains primarily a classroom teacher and receives a salary increment for continued excellence in performance. The program also established a biannual evaluation year/staff development year cycle, and provides salary increments based on participation in professional growth activities as well as evaluations, forsaking the traditional salary schedule.

2. How did the program relate to staff or district needs?

   Waunakee had a fairly stabilized staff, with a mixture in terms of levels of education and tenure. The diverse career stages and interests among the staff lent themselves to these diverse roles. Some community criticism of district teachers prompted the creation of a program to the competence and dedication of the great majority of teachers and reward them accordingly, while weeding out any unsatisfactory teachers that did turn up. A high level of trust between the superintendent and the local teacher association made the moment ripe for establishing such a program.

3. How much was budgeted for the program, and what were the funding sources?

   In 1986-87, the budget for the program $100,092, and $177,686 in 1987-88. Though the initial funding came from the state, the negotiated teachers' contract requires the district to maintain the program for at three years, which is one year more than the state had funded.

4. Who was involved in initiating, planning, and implementing the program?

   The program was jointly initiated by the local teacher association, district superintendent, and school board. In addition to those parties, principals and central office staff contributed to planning the program. The superintendent, local teacher association, and individual teachers, took the lead in implementing the program.

5. What were the positive and negative impacts of the program?

   The most pervasive positive impacts were in the areas of professional growth opportunities, job effectiveness, and salaries. The major negative impacts were on teacher control over their work and collegial relations.

In summary:

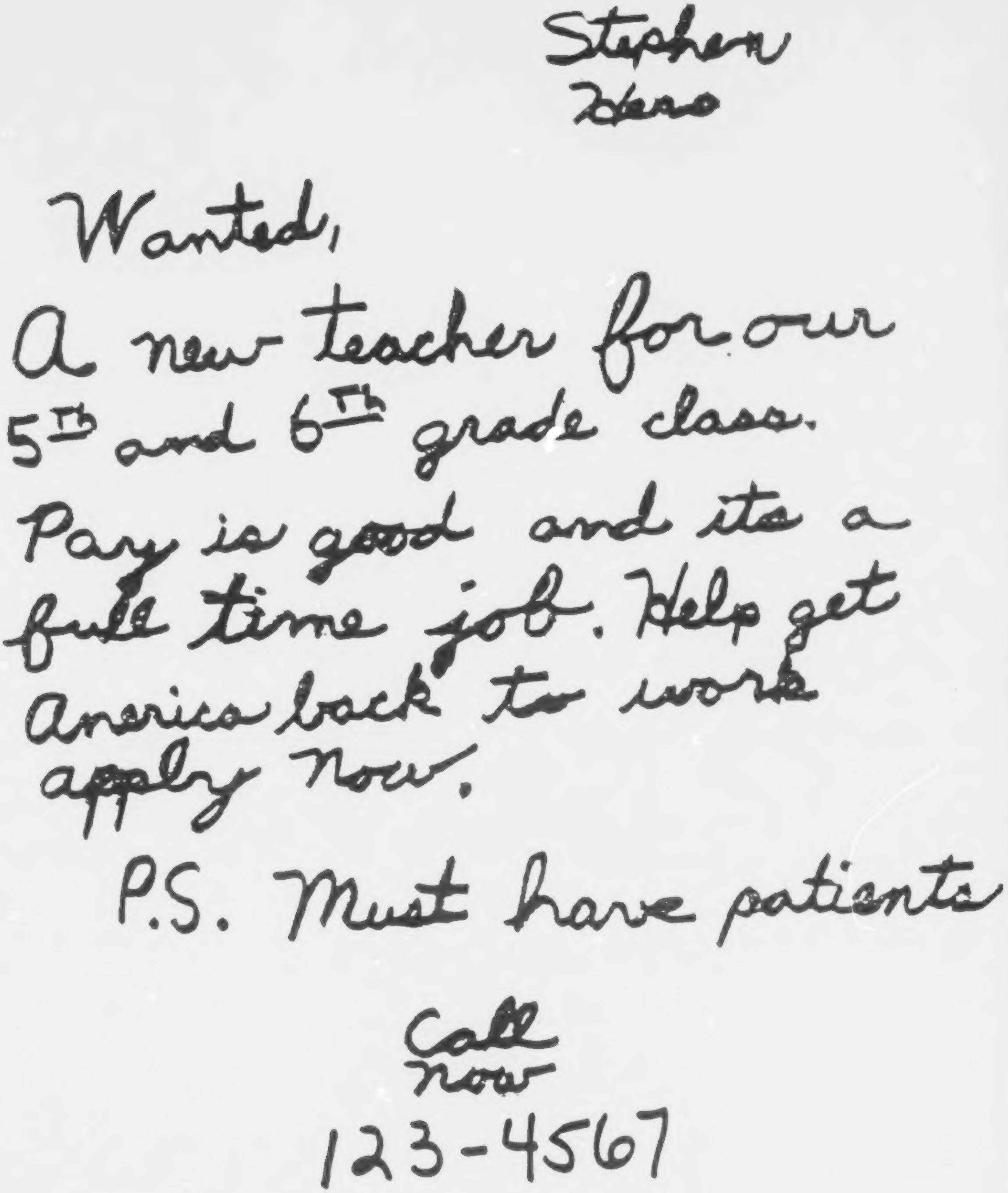
The Waunakee Teacher Incentives Pilot Project is an ambitious and extensive undertaking, especially for a school district of relatively small size. The program seriously re-shapes a lot of customary notions about teacher roles, evaluation, and compensation. It is an exciting process, but in a major system-wide change, it is natural to encounter some resistance. Some of that resistance surfaced in the negative impacts reported.

In Waunakee some participants felt their use of time and control over their work was threatened by the onslaught of new programs. Also, collegial interactions may well have been adversely affected if there was disagreement over the awarding of merit pay. The fact that in the end most respondents rated the program as at least moderately successful indicates that the negative impacts did not erode the overall value of the program. Indeed, it appears to have been very valuable for professional growth and job effectiveness, while providing many with salary growth.

Individual teachers, the teacher association, and the superintendent are all identified with the initiation, development, and implementation of the program, along with the superintendent. That is a fairly uncommon collaboration. Interview and survey comments reveal that some teachers felt that they had not been represented by the teachers who were involved, but the majority felt that the program is teacher-oriented and that the teachers' voice was a major part of its design. Some staff members were described as "overzealous" in pursuing opportunities offered by the program, leaping across salary levels faster than was ever expected. In any change in organizational life, it takes time to find the best common ground between those who overindulge and those who resist the new order.

Full report can be found on page: 198

For further information contact:
Mr. Donald Holmen, Staff Development Coordinator
Waunakee Community School District
100 School Drive
Waunakee, WI 53597



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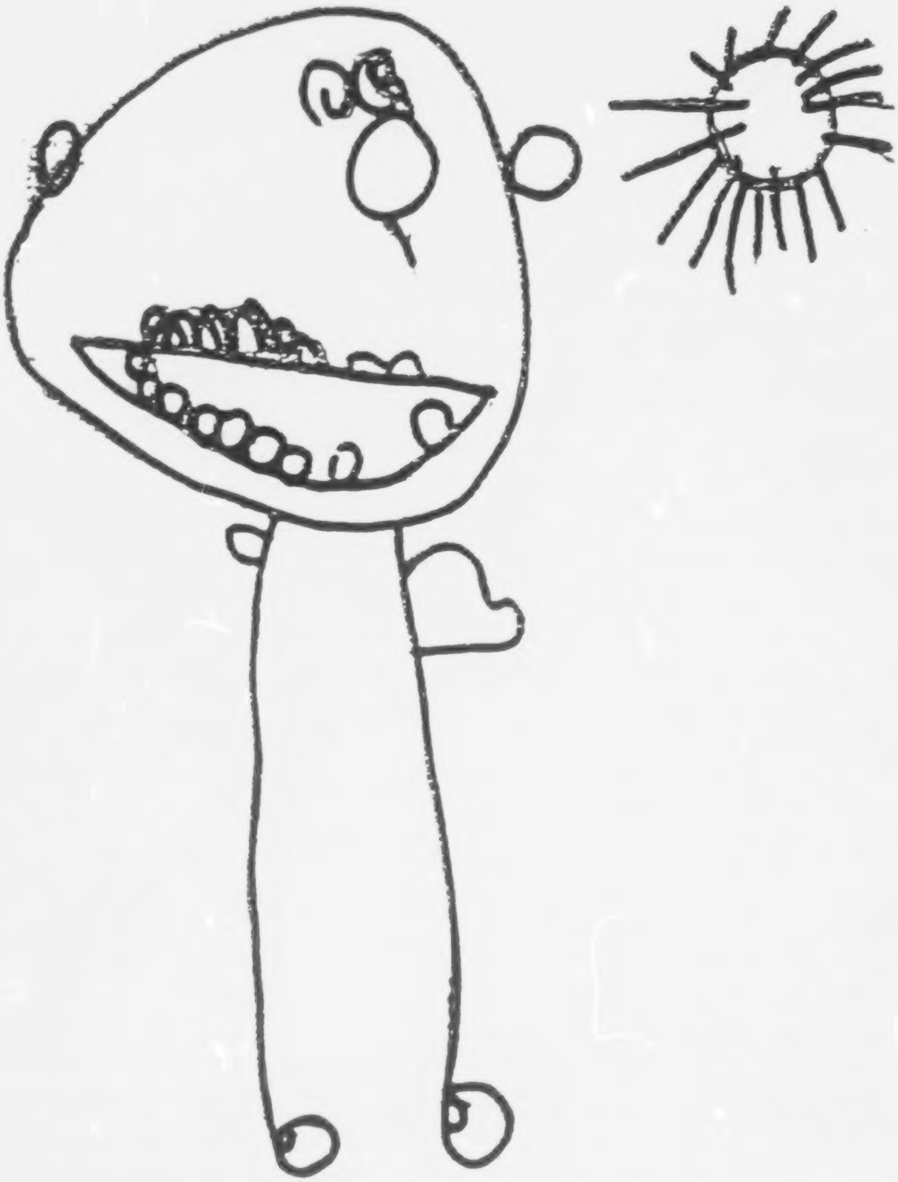


Elmhurst Unit District #205: Salary Plus

> Salary Plus has enabled me to realize salary increases while also participating in worthwhile professional growth. The success of the program depends on how closely the Salary Plus classes match teacher needs and interests.
>
> - elementary teacher

Elmhurst is a suburban community in DuPage County, west of Chicago. It is primarily a bedroom community, though there is local employment in industries located at an industrial park, a large stone quarry, Elmhurst College (a four-year liberal arts college), and Elmhurst Memorial Hospital. As an "older" suburb, Elmhurst has an established commercial downtown center. The combination of gracious homes on tree-lined streets, excellent parks and public services, and convenient location near major expressways and commuter rail lines, make Elmhurst a desirable residential community with above average property values. Unit School District #205 in Elmhurst serves about 6,370 students in eight elementary schools, three junior high schools, and one high school.

The Salary Plus program was initiated to allow teachers at the highest salary level within their lane (for educational attainments) to advance through salary increases based on staff development participation. Courses equivalent to three semester hours were designated by the superintendent to meet designated district needs, and participation in one of these courses would make the teacher eligible for a $500 salary increment added to his or her annual salary. Two years later, the same individual may qualify for an additional increment of $250, or a total of $750, with satisfactory completion of a second three-semester hour class designed by the superintendent. After three more years, that same individual could have his or her annual bonus raised to $1,000 after successfully completing a third such course, referred to as Salary Plus courses.

At three year intervals, teachers can build on to their $1,000 bonus in steps of $500, up to a total of $2,000. At this level, two Salary Plus courses are required to be eligible for the increment.

Though originally intended to meet the needs of veteran teachers to receive salary growth, the quality of the programs offered and synchronization with district needs has led to an enlarged role for Salary Plus courses. All salary lane changes for teachers based on additional classwork must now include satisfactory completion of a Salary Plus class. Staff members whose graduate course work is part of a recognized graduate degree program are exempt from this requirement. The intent is to assure that for those teachers whose professional development is not linked to an advanced degree program there is at least some linkage to district goals, rather than a random assortment of classes.

The classes have been taught on site by district personnel as well as by instructors from area colleges on a contract basis, and are all taught in the school district. As of this writing Salary Plus classes cannot be applied to graduate degree programs. Classes are taught in repeating cycles to assure that participants have more than one opportunity to take each class offered. At most times, a choice of Salary Plus courses is available. Central office staff evaluate each class offered.

The cost of the Salary Plus program was approximately $63,000 in 1986-87 and $67,000 in 1987-88. A slight increase was anticipated for 1988-89 as more teachers become eligible for Salary Plus stipends. The bulk of the costs go into staff salary increases, with about $12,000 for consultant fees and a small materials budget. The program is funded completely from local general revenues, with the indirect cost of administering the program absorbed by the district.

One-third of District 205's teachers and administrators, totalling 131, were sent surveys. Ninety-six surveys were returned, for a response rate of 73 percent. Over half of respondents held a master's degree plus 30 or more credit hours, and 27 percent held a master's degree with fewer than 15 additional hours. Only 7 percent have less than 15 hours beyond the B.A. degree.

Twelve percent had been employed by District 205 for five or fewer years, while 20 percent had been with the district for 20 or more years. Ten percent had five or fewer years of teaching experience. About two-thirds indicated that they expect to be in the same position for the next five years. Fourteen percent expect to be retired within five years, and 12 percent see themselves in a different position in District 205.

The great majority (87 percent) of respondents considered the primary purpose of Salary Plus to be motivating teachers to improve performance. While scarcely any respondents saw recruiting or retaining as a secondary purpose, 68 percent cited enhanced professional status as a secondary purpose. Seventeen percent indicated "other" secondary purpose, most often writing that it was a way to offer salary increases to veteran staff, though salary increases in themselves might be more properly considered a form of inducement, rather than a purpose.

Monetary reward was most often cited as an inducement used by Salary Plus to achieve its aim, mentioned by 91 percent of respondents. Close behind was increased effectiveness in teaching, cited by 84 percent, while to 34 percent of respondents Salary Plus appeals to increased status as professionals. Fewer than 20 percent cited improved workplace conditions or awards and recognition, and only 7 percent cited enlargement of professional responsibility.

Close to half (44 percent) of respondents considered the LEA superintendent as the party most responsible for initiating the Salary Plus program; close to one-fourth (24 percent) cited other central office personnel, and 17 percent cited the local teacher association as the primary initiator of the program.

When asked to indicate all parties involved in planning and developing the program, 87 percent cited central office personnel, 81 percent cited the superintendent, 56 percent cited the local teacher association, and 55 percent cited the local school board. Credit for planning and development was given to individual teachers by 44 percent, and to building principals by 26 percent of respondents. Thirteen percent mentioned involvement by researchers outside the school district. Central office personnel were credited by 53 percent as most influential in the planning and development of Salary Plus, while 28 percent gave this credit to the district superintendent.

Similar attribution was given when asked the about most important parties in implementing the Salary Plus program. Central office staff was cited as most or second most influential party by 74 percent, and the district superintendent was cited as most or second most influential party by 47 percent. No other party even came close to these two in the perception of their dominance in implementing the program. Individual teachers were cited most often as the third most influential party in implementing Salary Plus.

According to respondents, school district needs in relation to Salary Plus were determined by use of an administrative team (cited by 82 percent), with input from the local teacher organization cited by 54 percent. Thirty-seven and 35 percent respectively reported that a teacher committee and teacher survey were used to assess needs.

Forty-two percent of respondents have been participants in the Salary Plus program, 28 percent have chosen not to participate, and 24 percent say they are ineligible to participate. Just over 2 percent have been in a leadership role in relation to the program. Looking at when respondents began their participation in Salary Plus, 12 percent began in the early implementation phase, 15 percent began during later implementation, and 18 percent began after the program was fully established. However, 32 percent of respondents were just considering participation, and 18 percent have not and did not anticipate being involved in the program. Six percent said they became involved during the planning stage of the program. Most respondents identified participation as strictly voluntary (68 percent), though 17 percent perceived participation as mandatory for some individuals.

Asked about areas in which Salary Plus may have had an impact, the largest number cited "no impact" for most items. However, 48 percent said the program had a positive impact on their job effectiveness, 58 percent on opportunities for professional growth, and 53 percent said the program has had a positive effect on their salaries. For 48 percent of respondents, the Salary Plus program had a positive overall effect on their job satisfaction, and 23 percent view it as a positive factor in terms of remaining in their present position. The number of respondents citing any form of negative effects was negligible.

Respondents felt positively about the program's future prospects. Forty-two percent recommend continuation of the program as is, and 62 percent expect such a continuation. Thirty-three percent recommend expansion of the program. This leaves a small number recommending that the program be diminished or terminated.

Although only 2.5 percent call the Salary Plus program completely successful, 43 percent rate it as mostly successful, and 41 percent call it moderately successful.

Key findings about respondents' experience with the Salary Plus program at Elmhurst Community School District #205 include:

- The program was initiated, developed, and implemented mainly by central office staff and district superintendent, with some involvement from individual teachers at the implementation level.
- Monetary rewards and increased efficacy are used as motivators to achieve improved teacher performance.
- The greatest number of respondents believe that an administrative team was used to assess district needs relative to the program.
- Almost half of respondents have participated, while one-fourth say they have been ineligible to participate.
- Just over 10 percent participated at the onset of the program, but the proportion of teachers participating grew through the implementation stages, and a still greater number are now considering participation.
- The program had positive impacts mainly on job effectiveness, professional growth opportunities, and salary levels.
- Almost half the respondents tell us that the program has had an overall positive impact, and almost one fourth say it had a positive effect on their decision to remain in their present position.
- The great majority recommend and expect Salary Plus to continue as is, or to be expanded, and the great majority rate the program as moderately successful or better.

North Chicago High School District 123: Performance Based Salary Addition

> I am self-motivated in my attempts to improve teaching. Those members of the staff not self-motivated will certainly not be moved by $100 or $150 per year.
>
> - secondary teacher

North Chicago District 123 is a high school district, composed of one high school enrolling 950 students and staffed by 70 teachers. North Chicago is a small community in Lake County, north of Chicago. It is a part of the Chicago metropolitan area, closer to Waukegan than to Chicago proper. North Chicago is greatly affected by its proximity to the Great Lakes Naval Training Station, for which it serves as the "post town". This naval base is scheduled to be closed in an upcoming reduction in U.S. military bases, an event which may greatly alter North Chicago's future. Also in North Chicago is a Veterans Administration Medical Center. North Chicago could be considered a community in transition, with a growing proportion of its population made up of minorities, mainly black and Hispanic.

The program under study in North Chicago is called Performance Based Salary Addition (PBSA). Based on regularly conducted teacher evaluations, teachers are awarded a bonus of $150 for ratings of "superior" or $100 for ratings of "excellent". Provisions were established for teachers to appeal ratings. The most unusual element of this program is that the bonuses are not paid out in the year they were earned, but rather are held in escrow and accumulated until the teacher's final year of employment with the district, at which time they are paid. This approach was described as giving teachers with excellent or superior performances the chance to reward themselves with a small "nest egg" beyond their regular salaries. The PBSA program was negotiated into teachers contracts through collective bargaining.

The cost of the program for 1986-87 was $2,350, and $1,000 in 1987-88. A slight increase was expected in 1988-89. The costs are completely devoted to staff salary bonuses and are funded through general state aid to the district.

Surveys were distributed to 40 of North Chicago's teachers and 5 administrators. Thirty-one surveys were returned, for a response rate of 69 percent. North Chicago was the only case where male respondents outnumbered female by over a 3:2 ratio. No doubt that is associated with the fact that there were no elementary school teachers in this sample. Twenty-one percent of respondents were black and 7 percent Hispanic, giving North Chicago the highest proportion of minority teachers among the 21 sites in this study.

Sixteen percent of respondents held a M.A. degree with up to 14 hours of additional coursework, and 48 percent held 15 or more hours beyond a Master's Degree. Ten percent held fewer then 10 hours beyond the B.A. degree. Twenty percent had been at North Chicago less than 5 years, while 31 percent had been there 20 or more years. Just over one-third (37 percent) of respondents report that they expect to be in the same position in five years. Twenty-seven percent expect to be teaching in another district. Thirteen percent expect to be working in a field outside of education, and another 13 percent expect to have retired within five years. This total projected attrition rate of 53 percent is higher than in other study sites.

The great majority (87 percent) of respondents view the primary purpose of PBSA to be improved performance by teachers. Twelve percent considered the primary purpose to be enhanced professional status for teachers. Sixty percent cited enhanced professional status of teachers as a secondary purpose of the program, while 20 percent saw teacher recruitment as a secondary purpose.

When asked about the motivators used by this program to achieve its aims, 63 percent cited monetary reward, and 47 percent cited teacher recognition. Interestingly, 80 percent cited increased effectiveness in teaching, though it would appear that teaching effectiveness is the goal rather than an inducement for reaching that goal. This is an example of the complex interaction between program goals and inducements.

The district superintendent was most responsible for initiating the PBSA program according to 53 percent of respondents, while 23 percent perceived the building principal as the initiating agent. No other parties were perceived as significant in initiating the program by any appreciable number of respondents.

Subjects were asked to indicate all parties involved in the planning and development of the program. Those most often cited were: the district superintendent (cited by 83 percent), building principal (72 percent), local school board (66 percent), local teacher association (31 percent), SEA (21 percent), state legislature (17 percent), and other central office staff (14 percent). While clearly more people identified the superintendent, principal, and school board as the leaders in planning and developing the program, significant numbers recognized contributions of other parties as well, including some leadership at the state level. Forty-six percent did cite the district superintendent, and 31 percent the building principal as most influential in the planning and development of the program.

Likewise, 63 percent mentioned the superintendent as most or second most important in the implementation of the program; 55 percent named the principal as most or second most important in that role. Eighteen percent named the local teacher association as second or third most important in the implementation of the program.

According to 59 percent of respondents, an administrative team approach was used to assess district needs relative to this program, and 33 percent said local teacher organization input was used (reflective of the fact that PBSA was negotiated into the teachers' contracts). Twenty-two percent indicated that a survey of teachers had been conducted.

Sixty-nine percent of respondents said they have participated in the PBSA program. Fourteen percent indicated that they did not know if they were eligible to participate, while 7 percent believed themselves to be ineligible. Another 7 percent chose not to participate. The largest number became participants after the program had been firmly established (41 percent). Ten percent participated in the planning stage, another 10 percent began participation at the early implementation stage, and 10 percent more joined in during later implementation. Fourteen percent of subjects said they were considering participation; while 14 percent do not expect to ever be involved.

In an interesting split, 63 percent reported that participation in the program is mandatory while 26 percent viewed the program as strictly voluntary. The distinction may be that the evaluation procedures that qualify teachers for the PBSA are mandatory, but acceptance of the bonus is not. This may explain why 10 percent who claimed that some aspects of the program are voluntary, others are mandatory.

Respondents felt that the program had positive impacts in the categories of professional growth opportunities (45 percent), job effectiveness (36 percent), status among peers (35 percent), use of time (32 percent), salary (27 percent), and relations with students (26 percent). Forty-five percent said the PBSA program had an overall positive impact on their job (19 percent called this a very positive impact), and 26 percent said the program had had a positive impact on their decision to stay in their present position.

This program also generated some negative response in the area of impact. Thirteen percent felt the program had had a negative impact on salaries (perhaps they felt they had lost more than they gained in negotiating for this program); 29 percent felt it had a negative impact on control over their work (19 percent rated this impact very negative); 23 percent felt it had a negative impact on their use of time (again, 19 percent rated this impact as very negative); 26 percent felt the PBSA program had very negative impacts on building-level decision making (note that this is a single-building district), and 16 percent said it had a negative impact on collegial interactions, though most of these were "slightly" negative. Thirteen percent said the program had a "slightly" negative impact on their status among peers. Sixteen percent said this program had a "very" negative impact on their overall job satisfaction, and 13 percent reported that the impact on their decision to remain in their present position was negative (divided evenly between "slightly" and "very' negative).

As for the future, 21 percent recommended continuation of the program as is, 41 percent would like to see the program expanded, and 38 percent would like the program dropped completely. However, 65 percent expect the program to be continued, 29 percent expect it to be expanded, 6 percent expect it to be diminished, and none expect it to be terminated. Only seven percent see the program as mostly successful; 43 percent rate the program a moderate success, and 50 percent call the program either mostly or completely unsuccessful.

While there were more positive than negative responses, the negative responses need to be attended to, and can be instructive to others planning such programs. It should be noted that while monetary rewards were most often cited as the primary motivator, positive impacts on salaries were only cited by 27 percent of respondents (only 3 percent calling it very positive), and indeed 13 percent felt the impact on salaries had been negative. It is also of note that the notion of the program establishing a "nest egg" for teachers seems suited toward strategies to retain teachers, offering a reward that accrues in value over time. Yet few respondents saw retention as a primary purpose of the program. Comments on the surveys and interviews indicated that the relatively small value of the rewards, and the delay in delivery of those rewards undermined their incentive value, and failed to sufficiently compensate for negative impacts on collegiality and teachers sense of control over their workplace. This is not to say the program was a bad idea or ill conceived; only that in development and implementation different paths might have led to more positive outcomes in terms of meeting district and teacher needs.

Key findings about respondents' experience with the Performance Based Salary Addition at North Chicago High School District #123 include:

- The program was initiated by the district superintendent and building principal.
- Improved teacher performance was perceived as the primary purpose, with teacher recruitment as a distant secondary purpose.
- Monetary rewards, teacher recognition, and increased effectiveness in teaching were the ascribed motivators.
- Program development and planning was mainly attributed to the district superintendent and principal, with the local school board playing a significant role. The local teacher association, central office staff, state legislature, and SEA were also involved.
- The most important parties in implementation of the program were the superintendent and building principal.
- Needs assessment in relation to this program was done via an administrative team, with about one-third of respondents noting local teacher association input as significant.
- Over two-thirds of respondents had participated in the program. Most did not begin their participation until after the program was fully established. Most teachers viewed the participation (or at least certain elements of it) as mandatory.
- The program had positive impacts for significant numbers of respondents in relation to professional growth opportunities, job effectiveness, use of time, status among peers, salary, and relations with students.
- The program had negative impacts for significant numbers of respondents in relation to decision making, use of time, control over work, and collegial relations. In addition, 13 percent of respondents felt the impact on their salaries was negative.
- Forty-five percent of respondents felt the program's overall impact has been positive, and 26 percent believe it had a positive impact on their decision to stay in their present position. Sixteen percent felt the overall impact was negative, and 13 percent view the impact on their decision to remain in their present position as negative.
- Forty percent of respondents would like this program to be expanded. Over a third of respondents recommend termination of the program, but none expect that to happen. In fact, 29 percent expect the program to be expanded while most expect it to be continued as is.

Sherrard Community School District 200: Incentive Component of Salary

> The program can in time be a very positive part of our professional lives, but it will take an extended period of time, perhaps years, for teacher attitudes and opinions to react positively to an incentive program.
>
> - elementary teacher

District 200 can be described as a rural setting, in Matherville, Illinois. Matherville is in Mercer County, has a population of 793 (1980 U.S.Census) and is about 16 miles south of Rock Island and the the Quad City metropolitan area. The community is agricultural in nature, with many residents traveling to the Quad Cities, or a bit further to Galesburg, Illinois (southeast of Matherville) for employment. District 200 is a K-12 district serving Matherville and several adjacent rural communities, with a staff of 75 teachers and 5 administrators to meet the needs of 1,503 students.

The program under study in District 200 is the Incentive Component of Salary (ICS). Under this program funds were allocated for teacher incentive awards. The amount for each teacher was $185 in 1986-87, and increased to $300 in 1987-88 when the survey was conducted. A large portion -- $135 -- of each teacher's "share" was set aside for the Minimum Expectations Component. All teachers were awarded this sum on the assumption that minimum expectations would be met in the categories of attendance, promptness, instructional management, student management, certification and competence, and professional communications and behaviors. A number of indicators in each of these areas are specified. For each indicator not met by a teacher, that teacher loses $5 of the $135 award. In its first year of operation, 45 teachers (just over half) received the full bonus and all but three teachers received at least $100. The idea behind the program was not to make this award hard to get, but to reinforce those qualities thought to be minimal requirements for teacher competence and professionalism.

The remaining portion of the Incentive Salary Component could be received to engage in projects approved by the district's Evaluation Committee and Board of Education. These projects might be in areas such as conducting home visits to students' families, increasing communications with parents, developing homework ideas, attending or presenting idea workshops, developing programs to enhance student self concept, developing strategies for increasing student time on task, and improved classroom atmospheres.

In 1986-87 the program was funded at $6,800 and increased by 70 percent to $11,610 in 1987-88. A slight increase was anticipated for 1988-89. The availability of state aid was cited as the main factor that might affect additional increases in funding. All of the funds were used for staff salary bonuses and paid for with local general revenues.

To assure reliable data, surveys were distributed to the minimum number set in the study design. Forty teachers, representing 45 percent of the staff, were randomly selected. Three administrators were also surveyed. Of the 43 surveys sent, 39 were returned, for a response rate of 91 percent.

Nineteen respondents had a B.A. with less than 15 additional credit hours. Eleven (28 percent) had a M.A. degree, and 3 had at least 15 additional credit hours beyond the M.A.. Just under 70 percent belong to the local teacher organization, a lower than usual proportion. Nineteen respondents, almost half, had been employed by the district for five years or less, and seven had five or fewer years of teaching experience. Well over half (69 percent) of respondents expect to be in the same position in five years, while 20 percent expect to hold a position in another district by that time. Ten percent expect to hold positions outside of education, and five percent expect to have retired within five years.

According to 87 percent of the respondents the primary purpose of the Incentive Component of Salary is to improve teacher performance. The other 13 percent consider the primary purpose the enhancement of the teaching profession, while 56 percent see enhancement of the profession as the secondary purpose of the program. One-third cited teacher retention as the secondary purpose.

Eighty percent of respondents cited monetary rewards as a motivator used in this program, and 69 percent cited increased effectiveness in teaching. Recognition was considered a motivator by 44 percent, and increased professional status was cited by 28 percent.

The district superintendent was most responsible for initiating the program according to 86 percent of respondents, and 89 cited him as most responsible for the planning and development of the program. Others involved in planning and development were the local school board and individual teachers (each cited by 56 percent of respondents), and building principals, cited by 47 percent. The local teacher organization was perceived to have been involved in planning and developing the program by 28 percent of respondents.

At the implementation stage the district superintendent was most active according to 66 percent of respondents, while 26 percent considered the principals to be most important in the implementation process. Individual teachers were called second most important by 26 percent. The local school board was second most important in implementation according to 17 percent of respondents and third most important according to 23 percent.

Sixty-four percent of the respondents said needs assessment was conducted by an administrative team, and 57 percent cited a teacher committee that assessed local needs in relation to the program. The local teacher organization had input that served as needs assessment according to 29 percent of respondents.

Participation in the Incentive Component of Salary has been high: 84 percent of respondents participated, 8 percent reporting themselves as ineligible for the program. The same proportion - 84 percent - reported that participation in the program is mandatory, and 8 percent said some aspects of the program are mandatory. The most common entry point into the program was at the early implementation stage, when 32 percent began their participation. Eighteen percent participated at the district planning stage and another eight percent began to participate at the building-level planning stage. Sixteen percent entered the program during later implementation, and 18 percent entered after the program was fully established. The remaining eight percent were considering future participation.

Respondents cited a number of positive impacts. Eighty-one percent cited a positive impact on their salary, though most (75 percent) of these specified slight positive impact. Sixty-eight percent reported a positive impact on increasing professional growth opportunities, and 56 percent felt the program had a positive impact on their job effectiveness. The program had a positive impact on control over work for 39 percent of respondents, on use of time for 34 percent, and 25 percent reported a positive impact in relations with students (perhaps a result of the suggested incentive activities dealing with improving student self concept and increased involvement with parents). Thirty-two percent rated the program as having a very positive or slightly positive impact on their overall job satisfaction, and 19 percent said it had a positive impact on their decision to remain in their present position. This 19 percent must be looked at in relation to the 20 percent who expect to be teaching in another district within five years.

Negative impacts were reported as well. Although 39 percent felt the impact on control over work was positive, 14 percent felt the impact was negative in this area. Eleven percent reported that the program had a negative impact on collegial interactions; also 11 percent reported that the program had a slight negative impact on overall job satisfaction (there were no reports of very negative impacts on overall satisfaction). While the balance favors the positive impacts, attention must be paid to the issue of collegial interaction.

When asked what they recommend for the future of the program, 35 percent would like it to continue as is, 22 percent would like to see the program expanded, 20 percent would like the program diminished, and 24 percent would like the program to be terminated. However, 58 percent expect the program to be continued and 39 percent expect it to be expanded. None expected it to be terminated. Eleven percent rated the program as mostly successful, and 68 percent consider it moderately successful. Nineteen percent feel the program is mostly unsuccessful. No one called the program a complete success, and only one respondent called it completely unsuccessful.

The numbers calling for the termination of the program seem higher than the reports of negative impacts suggest. Many of those recommending scaling down or terminating the program seem not to expect their feelings to affect the program's future. Meanwhile the majority do view the program as successful, albeit at the moderate level. On the other hand, the program is closely associated in its initiation, development, and implementation with the superintendent, and that influence will no doubt affect the program's fate.

Among those interviewed there were diverse viewpoints. One person thoroughly appreciated the program and the opportunity it gives teachers to earn some recognition as well as extra cash. Another felt the program could potentially be beneficial, but that the size of the bonus was too small to serve as an incentive. Finally, one interview subject felt the evaluation used to qualify for the bonus was too limited and focussed on narrow behaviors rather than the teaching/learning process. Considering the merits of all three points of view, one can see both the potential and the pitfalls in this form of incentive reward program.

Key findings about respondents' experience with the Incentive Component of Salary at Sherrard Community School District #200 include:

- The perceived purpose of the program is to motivate improved performance, with enhancement of professional status as a secondary purpose. About one-third consider teacher retention a secondary purpose of the program.

- Monetary rewards and increased effectiveness in teaching are the most important motivators identified in this program. Career status and teacher recognition also are identified as motivators by some teachers.

- The program is perceived to have been initiated by the district superintendent, who was also most influential in planning and development of the program. The local school board and individual teachers were also involved in planning and development, as, to a lesser extent, were principals.

- The local superintendent was the most important player named in the implementation of the program, followed by building principals. The local school board was next in importance for program implementation.

- An administrative team was the most commonly recognized form of needs assessment. Over one-half identified a teacher committee, and over one-fourth identified input from the local teacher association as significant forms of need assessment.

- A high percentage participated in the program and consider participation mandatory. Participation occurred early in the program's life, with over one-fourth beginning their involvement during the district of building level planning stage, and almost one-third participating at the start of program implementation.

- Over 80 percent view the program as having positive (though most qualified this as "slightly positive") impacts on their salary. Over half of the respondents see positive impacts in classroom effectiveness and professional growth opportunities. Smaller proportions felt positive impacts in terms of use of time, control over work, and relations with students.

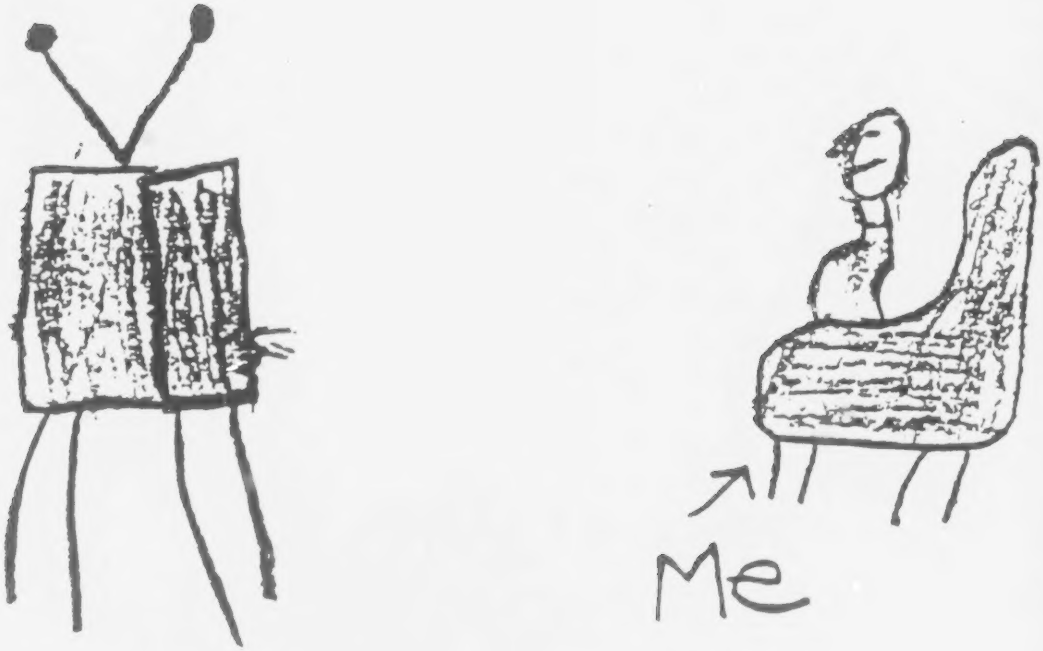
- Almost one-third rate the program as having an overall positive impact, and 19 percent rate it as having a positive impact on their decision to stay in their present position.

- Fourteen percent felt there was a negative impact on control of work, and 11 percent felt the program had a negative impact overall.

- Over two-thirds of respondents consider the program moderately successful.

- There is close to an even split between those recommending continuation or expansion of the program and those recommending diminishing or terminating it. However, the great majority expect to see the program continued or expanded.

INDIANA



Eastern Howard School Corporation: Project: TEACHER

> I feel as a young teacher of two years experience this program has given me better peer rapport, exciting new ideas, and approaches to my instruction, as well as given me a desire to become a leader in education.
>
> - elementary teacher

The Eastern Howard School Corporation is located in Greentown, Indiana, and is a K-12 district housed in two buildings. About 1,200 students are served by 64 teachers. The community is rural and farm-based, but most residents work in nearby Kokomo at General Motors or Chrysler plants. Dual income families employed by these companies earn salaries above the statewide average. Major employers in the school district are the public utilities, apartment complexes, and non-smokestack industries. The district has a tradition of promoting educational excellence, and in 1983 introduced the Excellence in Education at Eastern program which became a model in the state for developing strong school/community relationships.

Project: TEACHER was initiated as an alternative to traditional teacher evaluation practices with teachers, rather than administrators, conducting evaluations that focus on growth and professional development. With pilot funding through the state of Indiana's Teacher Quality program, teacher peer evaluation was embedded in a career ladder model. This model created five levels for teachers, with increased responsibilities, opportunities, and rewards at each successive level. The levels are: Intern, Certified Teacher, Advancement Option I, Advancement Option II, and Faculty Leader.

Interns are teachers in their first two years in the profession, or experienced teachers in their first year at Eastern Howard. They participate in Intern Mentor Teams, each composed of the intern, an administrator, an Advancement Option II member who serves as a mentor, and a university contact. Interns must be fully licensed by the state to teach. The team provides each intern with guidance in professional development, particularly in regard to effective teaching practices. Interns videotape two lessons each semester, and review these tapes with their Intern Mentor Teams. Interns are also required to keep reaction journals, shared only with their mentors. The administrator team member is responsible for the formal evaluation, as required by Indiana state law. Other team members provide formative evaluation to the interns.

After satisfactory completion of two years as an intern, the teacher automatically advances to the Certified Teacher level. Certified teachers are evaluated by an administrator annually, and are encouraged to participate in professional development. No additional responsibilities are required, and no additional stipend is offered to teachers at this level.

After completion of the Intern level, teachers can select Advancement Option I. This option occurs on a three-year cycle, with continuous peer review during that period, and administrative evaluation at the end of the cycle. Advancement Option I teachers participate in at least one inservice program each year, video tape two lessons each semester, and follow each taping with a self-evaluation and peer review session. They submit one reaction journal each semester and participate in one "contact session" with a larger group of peers to discuss the semester's work. These activities are all intended to provide formative evaluation aimed at professional growth. Each Advancement Option I teacher's review is monitored by an instructional leadership team composed of an administrator, a Faculty Leader, an Advancement Option II teacher, and peer reviewers selected by the teacher. Advancement Option I teachers receive an annual stipend of $1,000.

Five years of teaching experience, including successful completion of an Advancement Option I cycle, qualifies teachers for Advancement Option II. These teachers maintain all of the responsibilities of Advancement Option I teachers, and in addition must complete six graduate credits per year of the Instructional Leadership and Professional Development Series offered by the district, over a three-year period. Six of these 18 credit hours may be in the teacher's content area. The district covers all costs for the required coursework. Advancement Option II teachers receive stipends ranging from $2,500 the first year, to $5,000 and a five-day extended contract after three years at that level. Teachers may stay at this level indefinitely, if they receive a satisfactory summative evaluation, they may opt to move up to Faculty Leader, or return to the Certified Staff level.

Nine years of teaching experience is required for the Faculty Leader level. Faculty Leaders continue to participate in the Instructional Leadership and Professional Development Series and are also responsible for monitoring mentor and instructional leadership teams. They may also be called upon to work in curriculum related areas. Faculty Leaders maintain their own classroom teaching role, but are granted release time needed to meet their other responsibilities. Annual stipends for Faculty Leaders range from $6,500 to $10,000 plus a 20-day extended contract.

One very significant part of Project: TEACHER is the use of videotapes for formative teacher evaluation. This innovation has greatly increased opportunities for peer review, without causing the scheduling problems brought on when teachers try to actually observe in each other's classrooms. The Prince George's County (MD) "Standards for Excellence in Teaching" has been adapted by Eastern Howard as an instrument for both formative and summative evaluation.

The program was funded at $50,000 in 1986 and increased by 40 percent to $70,000 in 1987-88. About the same funding level was expected for 1988-89. Staff salary supplements used 77 percent of the funding, with the remainder divided between consultant and training fees, and material costs. The program has been funded completely by state grant money as a pilot program.

To assure a reliably sample size, 40 teachers and two administrators were sent surveys at Eastern Howard, representing 56 percent of the professional staff. Of these, 37 were returned, for a response rate of 88 percent. Sixty-four percent hold a M.A. degree with fewer than 15 additional hours. There were no respondents with fewer than 15 hours beyond a B.A. degree.

Seven respondents, representing almost 20 percent, had been with the district less than five years, and had five or fewer years of teaching experience. About 28 percent had been with the district 20 or more years. Seventy-seven percent belonged to the local teacher organization. Almost 70 percent expect to be in the same position in five years, with 8 percent expecting to retire by that time, and another 8 percent expecting to be teaching in another school district.

A great majority of respondents -- 94 percent -- consider the primary purpose of Project: TEACHER to be improving the performance of teachers. Enhancing the teaching profession is considered a secondary purpose by 83 percent, and 25 percent thought teacher retention was a secondary purpose of the program.

While 97 percent of respondents consider increased effectiveness in teaching as an inducement, the program uses a variety of other inducements as well: enhanced career status (by 65 percent of respondents), monetary rewards (by 51 percent), improvement of workplace conditions (46 percent) and teacher recognition (38 percent). Nineteen percent also considered the enlargement of teacher responsibilities as a motivator.

The district superintendent was identified as most responsible for initiating the program by 87 percent of respondents. All respondents (100 percent) cited the superintendent for involvement in planning and development of the program; 95 percent also cited individual teachers as planners. When asked who was most influential at the planning stage, the split was 53 percent for the superintendent and 44 percent for individual teachers. Despite the clear major involvement of these two parties, others were also cited: principals (identified by 62 percent), outside researchers (60 percent), the local teacher association (43 percent), and the State Education Agency (30 percent). Eleven percent named a parent group and 10 percent named other central office staff as participants in the planning and development of Project: TEACHER. It should be noted that a consultant from Indiana University at Kokomo worked with the district to develop observation instruments; and that the Indiana SEA did provide guidance in the development of the program in the form of specifications included in the state's Request for Proposals for the Teacher Quality Pilot Projects, though SEA staff did not directly participate in the development of Eastern Howard's Plan.

The district superintendent and individual teachers were the first and second most important parties in implementing the program. Several other parties are mentioned as well.

According to respondents, a variety of methods were used to assess needs in relation to Project: TEACHER. Most often cited (by 65 percent of respondents) was a teacher survey, with 60 percent citing an administrative team approach. Both the local teacher organization and a teacher committee were cited by 49 percent, while 43 percent identified a community survey as a form of needs assessment conducted. Both outside evaluators/consultants and school board hearing were cited by 14 percent.

Fourteen percent of respondents participated in Project: TEACHER in a leadership role, while 81 percent participated in other ways. The remaining 5 percent chose not to participate. A large proportion -- 22 percent -- began their participation during the district planning stage; 30 percent began to participate during early implementation, and 27 percent joined during later implementation. Of the small (5 percent) group of non-participants, none indicated that they were considering getting involved in the program. Fully 100 percent of respondents tell us that participation in Project: TEACHER is strictly voluntary.

Most of the perceived impacts of Project: Teacher were positive. The overall impact of the project was positive according to 86 percent of respondents (46 percent noted very positive impacts), and 57 percent said it had a positive impact on their decision to remain in their positions. Eighty-four percent felt their salaries had been impacted positively. Positive impacts were also reported by over 75 percent of respondents in regard to job effectiveness, control over work, use of time, interactions with colleagues, and professional growth opportunities. Both relationships with students and status among peers had been impacted in positive ways according to 65 percent. Reports of negative effects were not at significant levels, though 8 percent cited negative impacts in terms of input into district decision making, and status among peers.

Twenty-two percent rated Project: TEACHER as a complete success. Fifty-one percent rated the program as mostly successful, and 22 percent rated it moderately successful - together, a success rating of 95 percent. This is among the highest ranks received by any of the 21 study sites.

Forty-three percent would like the program to continue as is, while 38 percent recommend it be expanded. Eight percent recommend that the program be diminished, and 11 percent would like to see it completely terminated. However, 43 percent expect the program to be diminished, and 14 percent expect it to be terminated. This pessimism in the wake of favorable reports on the program's impact can best be explained by concern over maintaining funding for the program once the special state support for the pilot project ends.

Key findings about respondents' experience with Project: TEACHER at Eastern Howard School Corporation include:

- Improvement of teachers' performance is perceived as the primary purpose of this program, with enhancement of teachers professional status as a secondary purpose.
- Almost all respondents considered increased effectiveness in teaching to be a motivating force in Project: TEACHER, but other inducements were identified including: monetary rewards, recognition, enhancement of professional status, and improved workplace conditions.
- This program was initiated by the superintendent, who was also heavily involved in its planning and development, along with several individual teachers. Other parties included in the planning and development process were building principals, outside (higher education) researchers, the SEA, and the local teachers associations.
- The parties who primarily implemented Project: TEACHER were the superintendent and several individual teachers.

- A survey of teachers and an administrative team were the two most commonly cited forms of needs assessment in relation to the program, while input from the local teacher association, teacher committee, and a community survey were also identified.

- All but 5 percent of respondents have participated, with most getting involved at early stages of the program, including 18 percent who were involved in the planning stage.

- All respondents consider participation in Project: TEACH to be completely voluntary.

- The impacts reported were positive in almost all areas, particularly in relation to salaries, professional growth, collegial interaction, job effectiveness, use of time, and control over work. Eighty-six percent thought the project had a positive impact overall, 59 percent said it had a positive impact on their decision to continue teaching at Eastern Howard.

- Ninety-five percent rate the program successful to some degree, with 22 percent calling it a complete success.

- Eighty-one percent would like the program continued or expanded, but over half of the respondents expect it to be diminished or terminated. This can be viewed largely a result of the program's reliance on outside (state grant) funds as a pilot project.

Hobart Township Community Schools: Outcomes-Based Education Incentive/Reward System

> My continued enthusiasm for this program and its effects on students and my teaching have resulted in my making a personal commitment to my school district that I probably would not have otherwise.
>
> \- elementary teacher

Hobart Township lies in Lake County in northwestern Indiana. It is near Gary, and is part of the northwest Indiana /northeast Illinois megalopolis centered around Chicago. The school district has 1,881 students and 109 professional staff. Close to the steel industries of Indiana's Lake Michigan shore, the area has suffered during the economic recession in the "rust belt" and the district has been financially hard pressed. The ethnically varied community has a high proportion of low income families and a high transiency rate. Within this context, school administrators have made efforts to implement reform and school improvement measures. They have received several grants and been named a demonstration site for U-SAIL, a National Diffusion Network program. Intending to extend their success with school improvement efforts, the district applied for and received state grant money as a pilot project for the Indiana Teacher Quality Program.

The program under study is Outcomes-Based Education Incentive/Rewards. The program devised four steps which teachers may pursue as opportunities for professional advancement, each related to implementing an outcome-based education approach to the teaching/learning process. Hobart Township Schools had selected Outcomes-Based Education (OBE) as a proven approach to establishing a goal-oriented, academically proficient learning environment. The district began on a small scale, training only eight teachers in OBE and adding eight more a year later. Training for those first participants involved travel to Johnson City, NY, where an OBE program had been successfully operating. It was believed that the incentive/reward program would create a training structure along with incentives to encourage more teacher participation in OBE.

The four career steps created were classroom teacher, implementor (of OBE), curriculum specialist/instructor, and teacher-trainer. The classroom teacher fulfills the basic premise of good teaching as embodied by OBE, with no other involvement in the OBE program. Implementors participate in study groups and inservice programs, and pilot designated instructional units in their classrooms. Curriculum specialist/instructors develop curriculum and units of study, and work with classroom teachers and implementors in the OBE instructional process. Teacher trainers serve as instructors for implementors and curriculum specialists, and participate in conferences and workshops with other school districts. A group of educators were designated the Hobart Township Community School Corporation's OBE Task Force. Administrative review of a teacher's self-assessment was used to determine that teacher's placement among the four steps.

The incentives offered to participants are: released time, stipends, extended contracts, elevated self-esteem, professional growth, increased collegial interaction, and increased effectiveness in the classroom. Extended contracts were available for participants in accordance with their responsibilities related to the program.

In its first year, the OBE Incentive Reward system was budgeted at $52,643. The following year this increased by 17.5 percent, to $61,869. However, a decrease in funding was expected for 1988-89. This decrease was anticipated, in that in the early stages funds were used to contract external trainers, who were to help develop in-house capacities to continue OBE. Also, it was expected that the state grant, part of Indiana's Teacher Quality Program, would not be renewed and that funding would be limited to local district sources.

The largest budget item for 1987-88 was travel expenses, representing almost half of the total. This included travel of consultants coming to Hobart Township, and Hobart Township staff traveling for training purposes. Most of the remainder of the funds was used for staff salary supplements, with some funds devoted to consultant contracts, material, and staff benefits. One-third of the program budget came from local general revenues; the other two-thirds were funded by the state grant. The expectation was that the state funds would be sufficient to pay all costs, but that setting aside local funds would establish the precedent that would allow the program to continue beyond the special state funding period.

To assure a response large enough to provide reliable results, 40 teachers and three administrators were surveyed, representing 43 percent of professional staff. Thirty-three surveys were returned, for a 77 percent response rate. Ten percent of respondents identified themselves as Hispanic; none were identified as black. Almost two thirds of respondents had a master's degree with fewer than 15 additional hours; 18 percent had more than 15 hours beyond the masters-level. Only one respondent had fewer than 15 hours beyond a BA degree. Eighty-eight percent belong to the local teacher association.

Thirteen percent of the respondents had been at Hobart Township five years or less, while 39 percent had been there 20 or more years. Only one teacher had less than five years experience in teaching, while 14 had 20 or more years experience. Over 80 percent expect to be in the same position in five years -- a particularly large group among the 21 incentive study districts. Only two respondents expect to have retired within five years.

Improvement of teaching performance was perceived as this program's primary goal by 83 percent of respondents. Sixty-one percent considered enhanced professional status of teachers a secondary purpose. The program seemed to offer a mix of inducements: 75 percent cited increased effectiveness in teaching, 65 percent cited professional status, 54 percent cited enlargement of professional responsibilities, 39 percent cited monetary reward, 35 percent cited improved workplace condition, and 31 percent cited awards/recognition. The program offered each of the inducements found on NCREL's conceptual matrix according to at least one-third of the respondents.

The district superintendent was credited with initiating the project by 77 percent of respondents, with other central office staff cited by 20 percent. Central office staff was most often identified as being involved in the planning and development of the program, cited by 91 percent of respondents, while 88 percent cited the district superintendent. Individual teachers were cited by 75 percent, principals by 69 percent, and the local school board by 63 percent of respondents for contributions to program planning and development. As might be expected, the superintendent and central office staff were most often listed as the most influential forces on planning and development of the program. These two parties were also most influential in program implementation, according to respondents. Individual teachers were the only other party cited by a significant number as program implementors, with the local school board and building principals cited as playing lesser roles in implementing OBE Incentives/Rewards.

An administrative team approach was used to assess district needs in relation to the program according to 84 percent of respondents. Forty-five percent indicated that a teacher committee had done needs assessment, 32 percent reported that a teacher survey had been conducted, and 26 percent said input from the local teachers' association provided needs assessment data. School board hearings and outside evaluators were each mentioned by 19 percent.

Participation in the program has been high. Twenty-four percent report to have acted in a leadership role, and another 64 percent have participated in other ways. Twenty-four percent said they first became involved in the program at the district planning stage. One third began to participate at early implementation, and 27 percent joined in during later implementation. Nine percent were considering involvement, and no one said they did not expect to have any involvement with the program. There were mixed signals as to how much participation is required, with 27 percent saying that the program is mandatory, 24 percent calling it a strictly voluntary program, and 49 indicating that some aspects of the program are mandatory.

Sixty-nine percent of respondents felt the OBE Incentive/Rewards Program had a positive impact on their job effectiveness, and 70 percent credit the program with having a positive impact on professional growth. For 54 percent of respondents the impact on relationships with students has been positive, while 45 percent say it has had a positive impact on their salary. Impacts on control and decision making seem less clearly positive. While 48 percent say the impact on control of work has been positive, 21 percent report a negative impact. Forty-five percent experienced a positive impact on use of time, but 27 percent felt the impact on use of time was negative. In making decisions at both the building and district levels, those who experienced positive effects and those who experienced negative effects were only ten percent apart. Positive effects were in the majority in each case.

In reporting the program's impact on overall job satisfaction, however, 48 percent called the impact positive, and only 17 percent experienced negative impacts. While 38 percent said the program had a positive impact on their decision to remain in their present jobs at Hobart Township, only 7 percent felt an impact that was slightly negative. It appears that on the balance impact has been positive, but that issues related to control and teacher decision making may cause dissent from a large minority.

The program should be continued as is according to 23 percent of the respondents, and 58 percent would like the program to be expanded. Nineteen percent recommend diminishing or terminating the program. The expectations of 67 percent of the respondents are that the program will be expanded, while 18 percent expect the program to continue as is. Only 15 percent expect the program to be diminished or terminated. This is unusual in programs operating on outside grant money, and probably owes something to the program design which used the grant funds largely to build local capacity and expertise. Twenty-nine percent rate the program as mostly successful, and 48 percent rate is as moderately successful. Sixteen percent called it mostly unsuccessful.

Key findings about respondents' experience with the Outcomes-Based Education Incentives/Rewards at Hobart Township include:

- The program was initiated by the superintendent for the purpose of improving teacher performance. Enhanced professional status for teachers was a secondary purpose.
- Many motivators were identified in the program, with increased effectiveness in the classroom cited most often, followed by career status, enlarged professional responsibilities, monetary rewards, improved workplace conditions, and teacher recognition.
- The district superintendent and central office personnel were most often recognized as leaders in planning and developing the program, though many respondents indicated that individual teachers, the local school board, and building principals had also been involved.
- The superintendent and district personnel were the dominant parties in the implementation of the program.
- The most commonly recognized form of needs assessment conducted was an administrative team. Almost half the respondents indicated that a teacher committee also had contributed to needs assessment. A teacher survey and input from the local teacher organization were each mentioned by more than one-fourth of the respondents.
- The program has enjoyed high levels of participation, with close to one-fourth participating at the planning stage, and most getting involved during program implementation.
- There appears to be uncertainty about participation requirements, with about a fourth calling this a mandatory program, a fourth calling it a voluntary program, and half saying that certain aspects of the program are mandatory.
- The program had overall positive impacts for 48 percent of respondents, a negative impact for 17 percent, and no impact for the remainder .
- The most frequently cited positive impacts were in the areas of job effectiveness, professional growth, relationships with students (related to the OBE strategy), and salaries.
- More respondents felt impacts in areas relating to control and decision making were positive than negative, but significant numbers cited negative impacts in these areas as well.
- The program had positive impacts on the decision to remain in their positions for 38 percent of respondents.
- Twenty-three percent of respondents recommended that the program be continued as is, and 58 percent would like it to be expanded.
- Eighty-five percent expect the program to be continued or expanded.

M.S.D. Wayne Township Schools: Providing for Potential

> I have not chosen to participate in this program, however I would rate the opportunities/possibilities highly for anyone who might choose to participate.
>
> - elementary teacher

The Metropolitan School District of Wayne Township is one of eleven school districts within the city of Indianapolis. Wayne Township itself may represent a microcosm of the Unites States. On most demographic measures it is average, though slightly below average on socioeconomic status. Average student achievement is at or above grade level. Over 12,200 students attend the districts ten K-6 elementary schools, three junior high schools, and one high school. The district employs over 750 professional staff, exclusive of administrators. As a part of a court-ordered desegregation plan for Indianapolis, a certain proportion of students are bussed in from predominantly Black residential areas of the city, bringing minority enrollment to about 17 percent.

The program under study, Providing for Potential, was approved for funding as a pilot project under the Indiana Teacher Quality program. The program had three components: mini-sabbaticals, entrepreneurships, and professional celebrations. For mini-sabbaticals and entrepreneurships, teachers submitted proposals for funding their projects. Proposal writing workshops were offered to assist teachers in that process. A screening committee made up of teachers and administrators rated each proposal and made recommendations to the district Management Team. In the program's first year, 82 proposals were submitted, involving 121 staff members; 47 of these proposals were accepted.

During the course of their projects, participants were offered technical support from administrative personnel. A "Wrap-up Conference" at the conclusion of each project provided feedback to the school district and set the stage for dissemination of successful projects to other district staff.

The Professional Celebrations component of the Providing for Potential program involved three major activities: the Senior's Choice Award, the Extra Mile Awards, and Excellence in Academic Achievement and Teaching Banquet. For the Senior's Choice Award, high school seniors were asked to name one teacher at each level (elementary, junior high school, and high school) in the district who had a positive influence on their lives. Those teachers receiving the most nominations each year are honored with the award. The Extra Mile Awards went to staff nominated by other staff or community members for efforts above and beyond the call of duty. In the program's first year, 88 staff members received that honor at an awards luncheon. The Excellence in Academic Achievement and Teaching Banquet honored the top twenty seniors and teachers selected by those students who had the most positive influence on their lives.

The project was designed to improve and enhance the rewards, esteem, income opportunities, and effectiveness of teachers. It revolves around professional development and arenas for recognition of outstanding effort and achievement.

In 1986-87 Providing for Potential had a budget of $90,000. In 1987-88 the budget had dropped to $40,000, over a 50 percent reduction. However, results of an external evaluation indicated that the program was highly successful and therefore increased budget support was expected for 1988-89. Over three-fourths of the program funds were used for staff salary stipends, with the rest going to materials and consultant costs. In its first year the program's funds came from the state as part of the Teacher Quality program. In the second year there was a drop in funding as the district assumed the costs of the program.

The established maximum sample size of 130 teachers applied in M.S.D. Wayne Township. The 130 teachers and eight administrators surveyed represented 17 percent of professional staff. The response rate for the surveys was 64 percent. It was learned that a number of teachers who received surveys knew the programs by their component part names (Professional Celebrations, Mini-sabbaticals, and Entrepreneurships) but were not familiar with the umbrella title "Providing for Potential" and so they did not return surveys.

Fifty-six percent held a master's degree with up to 14 additional hours, and 32 percent had 15 or more hours beyond the masters level degree. Eighty-five percent belong to their local teacher organization. Fourteen percent had been in the Wayne Township district for five years or less, while 20 percent had been there for 20 or more years. Only 5 percent had less than five years of teaching experience. Sixty-six percent anticipate being in the same position at M.S.D. Wayne Township in five years; 12 percent expect to have retired by that time, and 9 percent expect to have a different position within the district.

There was an even split in perceptions of the program's primary purpose, with 48 percent of respondents calling it improved teacher performance, and 49 percent calling it enhanced professional status for teachers. Each of those, likewise, were heavily cited as the secondary purpose. About 24 percent mentioned teacher retention as the secondary purpose of the program.
All six of the choices for inducements used to motivate participation in the program were cited heavily: increased effectiveness in teaching by 84 percent of respondents; enhanced career status by 70 percent; awards and recognition by 59 percent; monetary benefits by 56 percent, enlargement of professional responsibilities by 42 percent; and improved workplace conditions by 37 percent. It can be assumed that some respondents did not identify the Professional Celebrations component as part of the program, otherwise the awards and recognition motive would have received even more citations.

The district superintendent was most responsible for initiating the program according to 51 percent of respondents, while 16 percent believe that other central office personnel were most responsible.

Planning and development of the program was conducted by the superintendent and other central office personnel, according to 75 and 77 percent of respondents, respectively. Sixty-five percent noted individual teachers involved in planning and developing the program, and 51 percent cited the involvement of building principals. According to 29 percent, the local teacher association also played a role, and both the state legislature and SEA were involved according to 23 percent -- reflecting the role of state funding and the requirements in the Teacher Quality RFP. Forty-one percent named central office personnel, and 35 percent named the district superintendent as most influential in planning and developing the program.

The superintendent and other central office personnel were also most often named as most influential in the implementation of Providing for Potential. Individual teachers appeared next most often, followed by the local school board.

The administrative team was cited most often (by 76 percent) as a source of needs assessment in relation to Providing for Potential. Fifty-five percent cited a teacher survey, and 34 percent cited a teacher committee as contributing to needs assessment. Fewer than 20 percent cited each of the following: local teacher organization input, school board hearings, a teacher supply and demand study, outside evaluation, and community survey.

Seven percent of respondents have served in a leadership role in the program, and 29 percent participated in other ways. Forty-two percent have chosen not to participate, and 20 percent indicated they had insufficient information to know if they were eligible to participate. Those who have participated have mostly become involved in the early implementation stage of the program. Twenty-one percent said they were considering involvement in the program, while 34 percent did not see any involvement in their future. Ninety-four percent identified Providing for Potential as a strictly voluntary program.

It must be noted that Providing for Potential is a program that provides opportunities for those who seek them, and bestows honors selectively on staff. Therefore, the district might not expect the majority of teachers to feel any impacts, but would hope that the majority of those who participated felt positive about the program.

In fact, in several areas the number of respondents who reported positive impacts exceeds the number who have participated. This would imply that at least in these areas, the program has had a positive spillover effect reaching beyond the personnel directly involved. These areas include job effectiveness, interactions with colleagues, professional growth opportunities, and relationships with students. The proportion reporting positive impacts in control over work, use of time, and status among peers is close to the proportion of respondents who had participated in the program. Finally, 51 percent -- far more than the 35 percent participating -- said that Providing for Potential had a positive impact on their overall job satisfaction, while only 4 percent experienced negative impacts. Twenty-seven percent credit the program with having a positive impact on their decision to continue in their present positions. Overall, there were very few reports of any negative impacts.

Continuation of the program as is was recommended by 37 percent of respondents, while 57 percent would like the program to be expanded. A total of 86 percent expect the program to either be continued as is or expanded. Six percent call the program completely successful, 49 percent call it mostly successful, and 38 percent call it moderately successful, again far exceeding the numbers based on participation alone. Seven percent rated the program as mostly or completely unsuccessful.

Key findings about respondents' experience with Providing for Potential at M.S.D. Wayne Township include:

- Providing for Potential created opportunities for teacher innovation and investment of talent into the improvement of their schools and their profession, as well as to honor the excellent performance of many teachers in the district. The perceived purpose of the program was, then, split between motivating improved performance and enhancement of the teaching profession.
- A wide variety of motivators are included in the program, each identified by a large percent of respondents.
- The district superintendent and other central office personnel were cited most often as responsible for the programs initiation, development, and implementation. Individual teachers and building principals were also contributors to the development of the program.
- The state legislature and SEA were both involved in planning the program, in terms of the request for proposals' rules and state funding stipulations on program design.
- The most often identified form of needs assessment conducted relative to the program was an administrative team study. A teacher committee and input from the local teacher association were also identified by a large percentage of respondents as needs assessment devices.
- Over one-third of respondents have participated, either in leadership or regular capacities. Twenty percent more are considering participation.
- All respondents recognize the program as voluntary
- Very few negative impacts were reported, and in many cases the percentage of respondents reporting positive impacts in different areas exceeded the number who had participated. The implication is that there is a spillover effect where the presence of the program creates positive impacts even for non-participants.
- Fifty-one percent of respondents consider the program to have had an overall positive impact.
- The great majority recommend and expect the Providing for Potential program to be either continued as is or expanded.
- Over half of respondents rate the program as completely or mostly successful. An additional 38 percent rate the program a moderate success.

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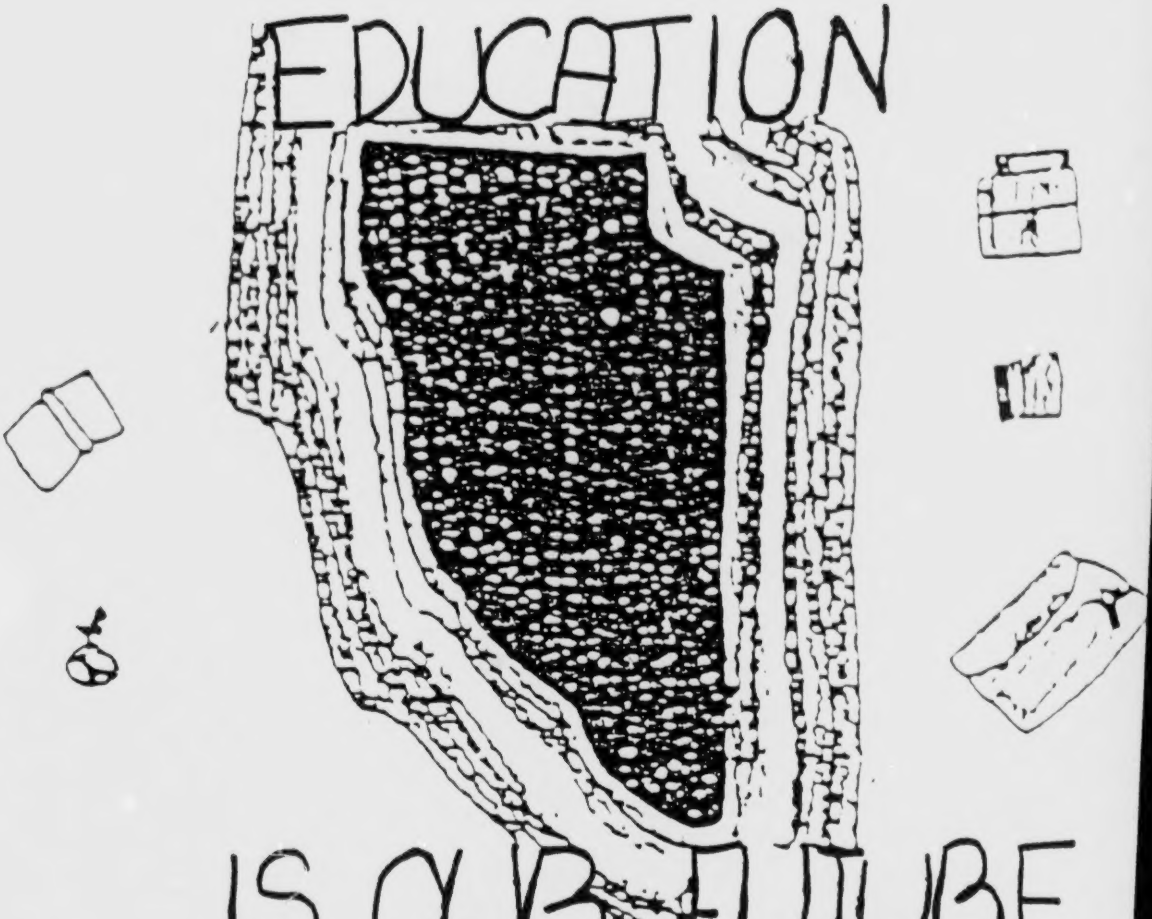
EDUCATION
IS OUR FUTURE

Marshalltown Community Schools: Mentor Teacher Program

> In teachers I observed who had a mentor, great gains in teaching effectiveness are apparent.
>
> - secondary resource specialist

Marshalltown, Iowa, is a city of about 26,000 people located 53 miles northeast of Des Moines. Though the economy of the area is heavily based on agriculture, the Fisher Controls Corporation and Lenox Industries, both located in Marshalltown, offer high-tech employment, and have helped the city to maintain a diverse populace and economy. Marshalltown prides itself on offering a high quality of life. It has withstood fairly well the economic malaise most of Iowa has experienced from the slump in agricultural and agribusiness. Higher education is available at Iowa State University (40 miles away) and Grinnell College, as well as the Iowa Valley Community College, in Marshalltown. The Marshalltown Community Schools enroll over 5,000 students at seven elementary schools, three junior high schools, and one high school, employing about 400 teachers.

The program under study is the Mentor Teacher Program. This program originated out of a collaborative school improvement effort involving the Marshalltown Community Schools, Grundy Center Community Schools, the University of Northern Iowa, and a small grant from the Iowa Department of Education. Both Grundy Center and Marshalltown School Districts used the university's technical assistance and SEA funds to create career development plans. It was initially thought that the two school districts might continue to collaborate in the implementation of their plans. However, as their interests diverged, it was decided that each would go it alone, and Marshalltown embarked on its Mentor Teacher Program in the 1986-87 school year.

The Mentor Teacher program was designed to give support to new teachers, teachers new to the district, and teachers in new assignments, while creating an opportunity for veteran teachers to enlarge the scope of their role by serving as mentors. Several survey and interview subjects expressed the feeling that this program formalized and gave due credit to what has long been an informal process. All new and reassigned teachers had a mentor teacher assigned to work with them. Activities included monthly breakfast meetings, collaborative planning or material development, social activities, observations by mentor and teacher in each other's classrooms, discussions of scripted lessons, and mentor teacher taking the teacher's class so that teachers could observe other classes. Overall, the most significant element for the new teacher is having someone with knowledge of the district, experience, and an expressed desire to help.

The program, by design, only affected a small portion of the Marshalltown faculty directly - new and reassigned teachers, and an equal number of mentors. It was decided to give the program a low-profile during its pilot run. Subsequent to this study, the program was reconstituted as the Peer Counseling/Peer Coaching Program. This expanded the concept of a mentor serving only new teachers to include peer counselors and peer coaches who work with both new and experienced teachers seeking professional growth.

The Mentor Teacher program had a budget of $730 in 1986-87 and of $1,000 in 1987-88, a 37 percent increase. A slight increase was expected for 1988-89. In addition, the reconstituted Peer Counseling/Peer Coaching Program is linked to Marshalltown's Phase III plan, which makes it eligible for additional state funding (see section on Iowa above for explanation of the Phase III program). Most of the budget under the mentor teacher program was used to pay substitute teachers in order to give participants release time. The remainder was used for travel and inservice costs. All of the first year's funding came from local school general revenues.

A random sample of one third of Marshalltown's teachers and administrators were sent surveys. Of 117 sent, 108 surveys were returned, for a response rate of 92 percent. Eighty-six percent of respondents belong to the local teacher organization. Twenty-seven percent had 30 or more hours beyond a master's degree, and 26 percent had a master's degree with fewer than 30 additional hours. Only seven percent had fewer than 15 hours beyond a BA degree.

Sixteen percent of respondents had been at Marshalltown five years or less, though only 7 percent had five or fewer years of teaching experience. About 26 percent had been in Marshalltown 20 or more years. A large majority (73 percent) expect to be in the same position in five years, while 11 percent expect to be in a different position in the Marshalltown schools. Nine percent expect to have retired. Only five percent expect to find employment out of the Marshalltown Community School District, either in a different district or outside of education.

Improved teacher performance was the primary purpose of the mentor teacher program identified by 79 percent of respondents. Sixteen percent viewed enhanced professional status for teachers as the primary purpose, while 66 percent saw enhanced professional status as the secondary purpose. Retention of teachers was a secondary purpose according to 42 percent. This would be expected, as one aim of a mentor program is to facilitate successful induction of new teachers so that they will remain in the teaching force. Marshalltown seems to have a relatively low teacher turnover rate; perhaps in a high-turnover district, retention would rank even more prominently as a purpose for a mentor teacher program.

Respondents identified a mix of inducements at work in the mentor teacher program, with 95 percent citing increased effectiveness in teaching. Improved workplace conditions, increased status as professionals, and enlargement of professional responsibility were mentioned second, third, and fourth most often (55, 51, and 43 percents, respectively), and 20 percent included monetary reward as a motivator.

There seemed no singular notion of who was most responsible for initiating the program, with 40 percent citing central office staff (other than the Superintendent), 17 percent crediting the local teacher association, 9 percent indicating it was the state legislature, and another 9 percent citing the local school board.

A wide range of parties are also perceived to have contributed to the planning and development of the program: 82 percent of respondents included central office staff, 80 percent cited the local teacher association, 67 percent gave credit to individual teachers in the district, and 54 percent included the superintendent. Also cited as contributors to the development of the program were building principals (by 45 percent), local school board (47 percent), outside researchers (UNI faculty)(29 percent), the SEA (26 percent), and both the state legislature and the state teachers' association were cited by 22 percent of respondents. Of this large cast of contributors, central office staff, local teacher association, and individual teachers were most often given credit for being most influential in planning and development of the program.

The same pattern emerged in the implementation of the program, with central office staff selected as most or second most influential by 53 percent of respondents, 41 selecting individual teachers as most or second most influential in implementation of the program, and 31 percent selecting the local teacher association.

Seventy-two percent of respondents indicated that a teacher committee was used to assess local needs in relation to this program, 68 percent cited an administrative team used to assess needs, and 66 percent cited that the local teacher association input constituted needs assessment. In addition, 32 percent reported that a teacher survey was conducted, and 12 percent were aware of a school board hearing as a form of needs assessment.

Because the mentor teacher program was a small-scale pilot operation, many respondents did not know the selection criteria, resulting in 72 percent reporting that they did not know if they were eligible to participate. Two percent did indicate that they had been involved in a leadership role, while 6 percent said that they had become participants in the program. Eight percent had chosen not to participate, and 12 percent believed they were not eligible to participate.

Seven percent reported having been involved in the planning stage at either the district or building level, and 13 percent had become participants at some point during or after implementation. We found that 39 percent of all respondents were considering participation in the future. No involvement at this time or in the future was foreseen by 41 percent of respondents. Participation in the program is strictly voluntary, according to 86 percent of respondents.

Due to the low rate of participation, it was expected that in most categories of impact, the majority would cite "no impact" which was indeed the case. However, in every category, there was a positive impact cited by some respondents, and scarcely any negative impact cited. The impacts on opportunities for professional growth and interaction with colleagues were positive according to 27 percent of respondents -- many more respondents than actually participated in the program. Nineteen percent felt there were positive impacts in status among their peers, 19 percent reported positive impacts on relationships with students, and 18 percent indicated positive impacts on job effectiveness. Ten percent experienced positive impacts in term of monetary benefits (there were small stipends available to mentors). Overall job satisfaction was positively impacted according to 24 percent of respondents -- again, exceeding the number who participated. Some respondents commented that although they had not participated, the fact that their district was doing this kind of thing was gratifying because it showed them that good teaching was valued. Finally, 14 percent reported that the program had a positive impact (9 percent had specified very positive) on their decision to remain in the district.

The program should be expanded according to 70 percent of respondents, while 15 percent wanted it continued as it was. Fifty-three percent expected program expansion and 24 percent expected continuation.[7] Fifteen percent thought the program should be terminated, and 16 percent expected it to be diminished.

Overall, 19 percent of respondents felt the Mentor Teacher Program was totally successful or mostly successful, 53 percent rated it as moderately successful, 20 percent rated the program as mostly unsuccessful, with another 9 percent ranking it as completely unsuccessful. Comments on the surveys indicated that some respondents assumed that the low profile the program had kept was somehow an indicator that the program had not been successful or had failed to deliver services to them.
Key findings about respondents' experience with the Mentor Teacher program at Marshalltown Community Schools include:

- Most respondents consider the goal of the program to be improved classroom performance, with enhancement of the teaching profession and retention of teachers as secondary purposes.
- A wide array of motivators, from increased effectiveness in teaching (cited by almost all respondents), to enhanced career status, enlarged professional responsibilities, and improved workplace conditions are used.
- Monetary rewards are considered a motivator by only 20 percent of respondents.
- Central office staff and the local teacher association were most often identified as the initiators of the program.
- A large number of parties contributed to the planning and development of the program, with central office staff, individual teachers, and the local teacher association most influential.
- Central office staff, individual teachers, and the local teacher association were considered most instrumental in the implementation of the program.
- A variety of needs-assessment strategies were used. A teacher committee, an administrative team, local teacher association input, and a teacher survey were most often identified.
- Participation was limited by the program's intent, and 72 percent were not sure if they were eligible to serve as mentors.
- Participants reported mainly positive impacts, and in several areas, positive impacts were felt by groups much larger than participants. Professional growth and collegial interaction especially stand out.

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[7] In fact, as reported above, the program was reconstituted into an expanded form, renamed the Peer Counseling/Peer Coaching Program.

- Overall positive impact expressed by a group larger than the number participating indicates a positive spillover impact.
- A large majority recommend and expect the program to be continued as is or expanded.
- The majority of respondents rated the program favorably, though 29 percent rated it as mostly or completely unsuccessful.

Sheldon Community Schools: Career Merit Salary Increment (CMSI)

> It was time to do something for those on the top of the salary schedule. This program meets that need.
>
> - elementary teacher

Sheldon, Iowa is set in the rolling country of the state's far northwest corner. The population is around 5,000. Sheldon is about 55 miles northeast of Sioux City and 28 mile south of the Minnesota state line, on the crossroads of U.S. Highway 18 and Iowa State Highway 60. The area is predominantly agricultural, with some local employment in agribusiness. Like most of Iowa and other midwestern states, this region has experienced financial difficulties in the past decade. However, education has always been an important part of Iowa's small towns, and Sheldon takes pride in its progressive schools. Sheldon has one elementary school building housing grades K-4, a middle school, and a high school, with a building principal assigned to each. Student enrollment is about 1,100, and instruction is provided by a staff of 75 teachers.

The program under study in Sheldon was the Career Merit Salary Increment (CMSI). This plan was designed to offer veteran teachers at the top step of Sheldon's teacher salary schedule the opportunity to receive salary increases based on merit. A point system was devised whereby 15 points were required for a teacher to receive such an increment. A teacher could earn five points of the 15 points simply for continued tenure. In addition, one point would be awarded for each hour of graduate credit or travel in position-related study, as approved by a committee of three teachers and two administrators, with final approval by the superintendent. The teacher could also earn five points for any of the following: district curriculum writing, publication in a national journal, presentation at a national professional meeting, or receiving state or national recognition such as an award from a professional or academic association. Again, the committee of teachers and administrators determine whether or not a particular activity submitted by a teacher meets the criteria for merit points. Lastly, a teacher could receive a maximum of five points annually based on the recommendation of the supervising principal.

At the time the program was initiated, about 20 percent (13 of 66) of the staff were at the top of their salary schedule and could apply for the CMSI. If successful, they would receive a pay increase of $645. This program was negotiated into the teachers' contract through collective bargaining. It was agreed that a teacher could not apply the same graduate credits to both the CMSI and a lane change (e.g., from M.A. to M.A.+15).

With passage of the Phase III program by the Iowa State Legislature, districts throughout the state became interested in developing performance-based salary plans. For Sheldon, the dilemma was that the Career Merit Salary Increment was in place prior to Phase III, and Phase III stipulates that the funds not be used to supplant local funds for a plan already in place. Therefore, although a welcome source of additional money for performance-based teacher salary program became available, Sheldon was unable to use those funds to bolster its pioneer efforts at establishing a merit pay program.

The budget for the first year (1987-88) of the Career Merit Salary Increment was $2,580, representing $645 awarded to each of four teachers. A slight increase in expenditures was expected for 1988-89, as more teachers accumulated the points needed to qualify for the CMSI. The budget was based on per teacher costs, with all money going into the staff salary increases. Indirect costs born by the district were for administration of the program. The program was completely funded by local general revenue.

Surveys were sent to 40 teachers in Sheldon, a random sample of 61 percent, as well as to two administrators and were returned by 40 individuals, for a response rate of 95 percent. Twenty percent of respondents had a master's degree with up to 14 additional hours, while 5 percent more had a master's degree with 15-29 additional hours. One respondent had over 30 hours beyond the masters level degree. Ten percent had fewer than 15 hours beyond the B.A. degree. Fifty-three percent of respondents belonged to the local teacher association -- by far the lowest rate of teacher organization membership of the 21 sites.

Though 20 percent had been employed by Sheldon Community Schools for five years or less, none had less than eight years of teaching experience. Thirty-seven percent had been with the district 20 or more years. Looking ahead five years, 69 percent expected to still be in the same position, while 15 percent expected to have retired.

Sixty-three percent of respondents considered improved teacher performance to be the primary purpose of the Career Merit Salary Increment, while 28 percent believed that enhanced status as professionals was the program's purpose. Enhanced status as professionals was named by over half the respondents as a secondary purpose of the program, while improved performance and retention of teachers were named secondary purposes by 38 and 28 percents, respectively.

The most often cited form of motivation used by the CMSI program was monetary reward, cited by 95 percent of respondents. Increased effectiveness in teaching was noted as a motivator by 80 percent, and increased professional status was considered a motivator built into the program by 55 percent. Forty-three percent considered awards and recognition as a type of motivation the program uses.

There seemed to be an even split between the district superintendent (cited by 38 percent of respondents) and the local teacher association (35 percent) as most responsible for initiating the program. The local superintendent was involved in the planning and development of the program according to 85 percent of respondents, while the local teacher association was involved in planning and developing the program according to 75 percent of those responding. Also involved were the local school board (cited by 58 percent), building principals and individual teachers (each cited by 43 percent of respondents), and central office personnel (cited by 18 percent). Forty-six percent called the district superintendent most responsible for planning the program, and 24 percent gave the local teacher association the most credit for planning and developing CMSI.

For implementation the district superintendent and local teacher association were again named most often, cited by 76 and 41 percent, respectively, as most or second most influential in program implementation. In this phase, the building principals seem to assume a larger role, cited by 35 percent as most or second most responsible for implementation of the program. With five possible merit points based on the principal's recommendation, it is understandable that at this stage the principal's influence became more pronounced. Other parties that appeared to have secondary roles in implementation were the local school board and individual teachers.

According to 70 percent of respondents, teacher organization input served as needs assessment in relation to the CMSI. Sixty percent noted an administrative team had conducted needs assessment, and 53 percent indicated that a teacher committee had contributed to needs assessment. A teacher survey for needs assessment was noted by 23 percent of respondents.

By design, the Career Merit Salary Increment was only available to teachers at a certain point on their salary schedule, and 40 percent indicated that they were ineligible for the program; 20 percent reported not knowing whether on not they were eligible. Ten percent said they have served in program leadership roles, 23 percent have participated in other ways, and 8 percent have chosen not to participate. Eighteen percent indicated that they first participated during the planning stage of the program, 15 percent began to participate during implementation, and 10 percent first participated after the program was fully established. For 25 percent of respondents, there is no expectation of participating in the program at any point in the future.

While 62 percent believed that the CMSI is completely voluntary, 21 percent indicated that certain aspects of the program are mandatory, and 10 percent had the impression that participation in the full program is mandatory.

Since many staff were ineligible to participate, a large number reported "no impact" for most areas. Twenty-eight percent did indicate that the program had a very or slightly positive impact on their job effectiveness, far in excess of the number who had received merit increases. Sixty-four percent cited very or slightly positive impacts on professional growth, which would seem to indicate significant spillover impacts. Positive impacts to salaries were felt by 44 percent, again indicating a spillover impact and perhaps including those who anticipated receiving salary benefits in the future.

However, 31 percent reported negative impacts (8 percent specified very negative) on interaction with colleagues. The same number -- 20 percent -- felt that impact on peer relations was negative as felt that the impacts on peer relations was positive. The cause of negative impact, revealed in comments and interviews, was primarily disagreement over evaluation and decisions made in the award of merit points. Without specific guidelines to follow, the committee making the decisions was in the difficult position of having to make judgements with no precedent to follow. It is in the evaluation of merit that many similar plans encounter problems.

Despite the problems with collegial interactions, the impact on overall job satisfaction was very or slightly positive for 33 percent of respondents, and slightly negative for only 8 percent, with no "very negatives" reported. The remainder felt no impact. Also, 33 percent cited this program as having a positive impact on their decision to remain in their present position. This may have significance as we see a high percentage of Sheldon's teachers nearing retirement. On the other hand, 8 percent felt the program had a negative impact on their decision to remain at their job.

The program should be continued as is according to 38 percent of respondents, while 40 percent would like the program to be expanded. Fifteen percent would prefer a diminished program, and eight percent would like the program terminated completely. Expectations for the program are high, with 55 percent expecting it to be expanded and 38 percent expecting it to be continued. Some respondents may have based predictions of an expanded program on the assumption that the CMSI can be reconstituted into a Phase III program, funded by the Iowa state legislature.

No one rated the CMSI program a complete success, and no one rated it completely unsuccessful. It was mostly successful, according to 18 percent of respondents, moderately successful according to 69 percent, and mostly unsuccessful according to 13 percent. This rating for success indicates that the negative impacts felt in several areas did not mar all feelings about the program or its future prospects.

Key findings about respondents' experience with the Career Merit Salary Increment Program at Sheldon Community Schools include:

- The program was developed to increase teacher performance, with enhancement of the teaching profession and increased teacher retention as secondary purposes.
- Monetary rewards are viewed as the principal motivator, though increased professional status and improved effectiveness in teaching were also cited as inducements by many respondents.
- Credit for the program's initiation, development, and implementation is shared by the district superintendent and local teacher association.
- Building principals contributed along with local school board and individual teachers in planning the program, and become more significant contributors during the implementation phase.
- Local teacher association's input was most commonly recognized as the source of needs assessment, with an administrative team, teacher committee, and teacher survey also noted.
- About one-third of respondents were involved either in leadership roles or as participants in the program.
- About 60 percent of respondents were ineligible or unsure of their eligibility status.
- There is lack of agreement as to whether or not participation in the program is required or voluntary.
- Large numbers of respondents indicated no program impacts, reflecting low participation rates.

- Reports of positive impacts on professional growth, job effectiveness, and salary indicate some positive spillover impact in at least these domains.
- Negative impacts in the areas of status among peers and collegial relations are indicative of some discord caused by the evaluation and process of awarding merit points.
- The overall recommendation is to expand or continue the program, with 85 percent rating the program as mostly or moderately successful.

South Winneshiek Community Schools: Tuition Reimbursement for Graduate Study (TRGS)

> I was very impressed that a small district had the foresight to provide this for its faculty. I feel they truly want trained, up-to-date people.
>
> - secondary special education teacher

The South Winneshiek Community School District serves students in the southern portion of Winneshiek County in northeastern Iowa. The district is located in the town of Calmar, population about 1,000, 11 miles south of Decorah and 26 miles south of the Minnesota state line. The area is hillier than most of Iowa, earning it the nickname "Little Switzerland". This natural beauty and a number of nearby historical attractions are used to promote tourism in the area. Northeast Iowa Technical College has a campus in Calmar, and Luther College in Decorah is a regional center for education and culture. Agriculture is the mainstay of the region economically. The South Winneshiek Community School District operates two schools, an elementary and a secondary center, with a staff of 50 teachers and 702 students enrolled.

The program under study at South Winneshiek is Tuition Reimbursement for Graduate Study (TRGS). The concept is quite simple: teachers are reimbursed for graduate credit as long as the courses they take fall within their present teaching area or major area of study. The rate of reimbursement is 50 percent of tuition at any of the three state universities (The University of Iowa, Iowa State University, and the University of Northern Iowa) or 50 percent of tuition at any other college or university not to exceed 50 percent of the tuition for courses at the University of Iowa. Reimbursement is not available to teachers on leave of absence.

By gaining graduate hours teachers may qualify for movement into higher salary lanes. South Winneshiek's salary schedule has the following lanes: B.A., B.A.+15, B.A.+30, M.A., and M.A.+15. Thus, the incentive value of the TRGS is both the opportunity to pursue professional growth and improvement, and the chance for teachers to earn salary increments.

In 1986-87, TRGS was budgeted for $3,000. This amount doubled to $6,000 in 1987-88, with a slight increase expected for 1988-89. One reason for the growth in the program was the initiation of a Masters in Education Program offered by The University of Northern Iowa at the Northeast Iowa Technical College campus in Calmar. The full amount budgeted is used for staff reimbursements and has been paid for with local general revenue funds. The costs of this program are written into the district budget as staff fringe benefits.

To assure the minimum sample size of 40 teachers, 80 percent of South Winneshiek's professional staff were randomly selected and sent surveys. Forty usable surveys were returned, a response rate of 95 percent. Ten percent of respondents held a masters degree and another 10 percent held a master's degree with 15 or more additional hours. Eighteen percent had a B.A. with no more than 14 additional hours. Ninety percent of the respondents from South Winneshiek belonged to their local teacher association.

Twenty-three percent of the respondents had been in the district five or fewer years, while 8 percent had been there 20 or more years. This is a much smaller group of "veteran staff" than we typically encountered. However, only 8 percent have five or fewer years of teaching experience, while 25 percent have 20 or more years of teaching experience. Looking ahead five years, 60 percent expect to be in the same position and another ten percent expect to be in a different position in the district. Only 5 percent expect to have retired, and five percent more expect to be working in a field other than education.

The primary purpose of the TRGS program is perceived by 85 percent of respondents to be improved performance of teachers, while 13 percent identified enhanced status of teachers as professionals as the primary purpose. Enhanced status of teachers as professionals was a secondary purpose according to 72 percent. One-third considered recruitment of teachers a secondary purpose of the program, and 23 percent indicated that teacher retention was a secondary purpose as well.

Several motivators appear to be driving this program. Ninety percent of the respondents indicated that increased effectiveness in teaching was an inducement in this program, 82 percent considered the monetary rewards a motivator, and 59 percent report that increased status as professionals is an incentive.

The two parties identified as most responsible for initiating the program were the local teachers' association (named by 42 percent of respondents) and the local school board (named by 39 percent). Ninety-two percent cited the local school board for involvement in planning and development of the program, 76 percent indicated that the local teacher association played a role in developing the program, and 68 percent considered the superintendent a key contributor to the planning and development of the program. Individual teachers were cited for planning the program by 38 percent of respondents, while the state teachers association and building principals each were mentioned by 27 percent of respondents. The local teacher organization was mentioned as most influential in planning and developing the program by 38 percent of respondents, with district superintendent cited by 30 percent and local school board named by 24 percent as most influential in developing the program plans.

The local teacher organization was most often identified as most or second most influential to program implementation (53 percent) while 50 percent considered the local school board as the most or second most influential to program implementation. The district superintendent was cited by 38 percent of respondents as the most or second most influential to program implementation.

Several strategies for needs assessment relative to the TRGS program appear to have been employed. Seventy-four percent of respondents report that teacher organization input was used as a needs assessment strategy, 66 percent of respondents cited an administrative team as a form of needs assessment, 54 percent indicated that a teacher survey had been conducted, 40 percent point to a teacher committee as a form of needs assessment strategy, and 37 percent are aware of a school board hearing that served to gather needs assessment data.

Participation in the TRGS was high, with 72 percent of respondents participating and another 5 percent serving in leadership roles. Thirteen percent chose not to participate; the remaining 10 percent are ineligible or don't know if they are eligible for the program. While 18 percent became involved during the planning stage, and 20 percent joined in during the program's implementation stage, the largest group, 39 percent, became involved in the program after it had been established. Thirteen percent of respondents had not been involved but were considering future participation. All but one respondent understood the program to be completely voluntary.

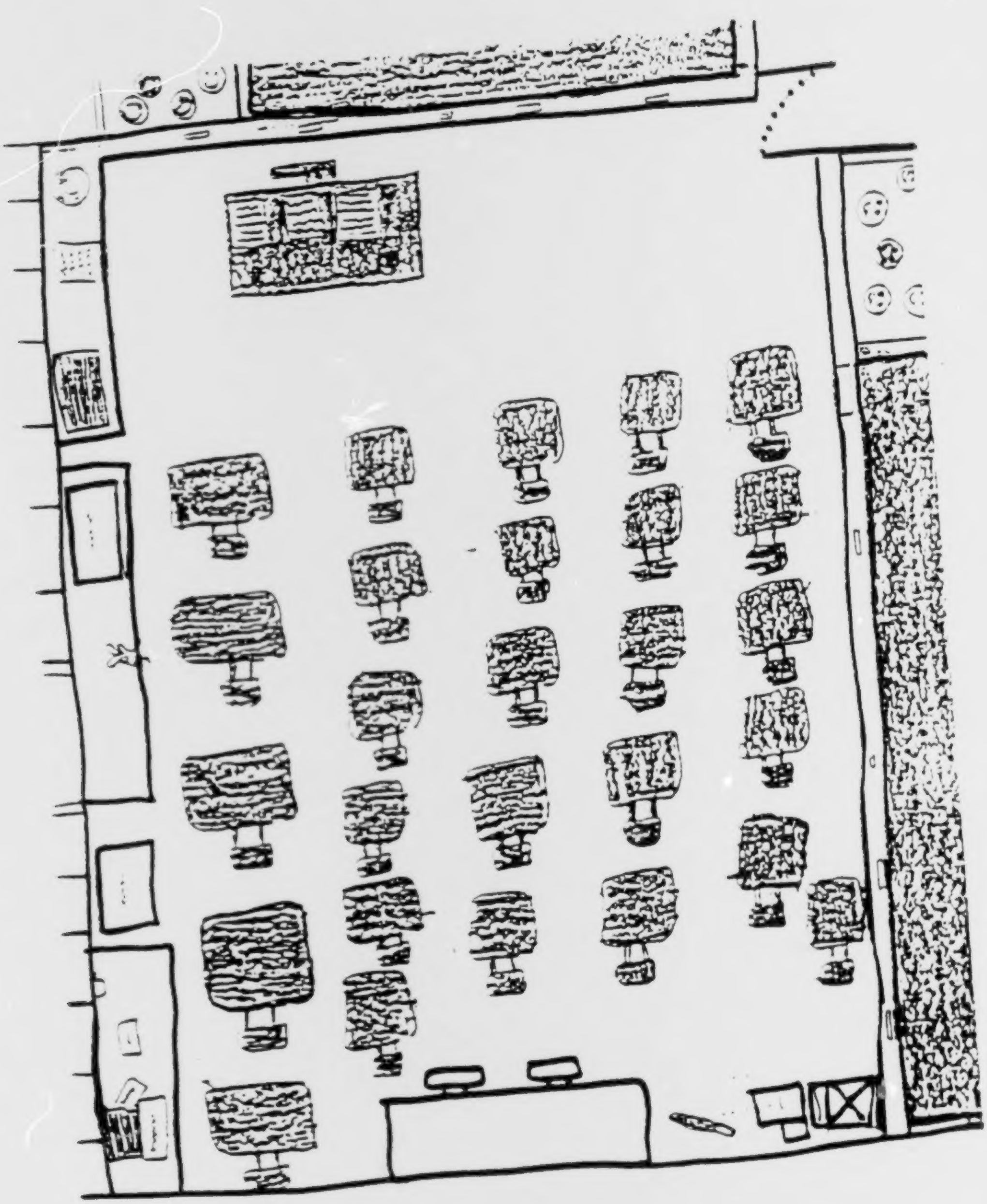
The TRGS program was rated by respondents as having very favorable impacts. Forty-six percent rated it as having a very positive and 35 percent as slightly positive impact on job effectiveness, for a total of 81 percent favorable rating. More impressive, 92 percent gave the program a positive rating (with 70 percent very positive) for impact on professional growth. For 78 percent of respondents the program had a favorable impact on salary, and in most categories at least half of respondents indicated positive impacts. The impact on overall job satisfaction was positive for 70 percent of respondents (43 percent specifying very positive impact). For 32 percent the program had a very positive impact on their decision to remain at their present position.

Respondents recommended either that the TRGS program be expanded (43 percent) or continued as is (57 percent). This was the only one of the 21 programs that did not have even one respondent recommend diminishing or terminating the program. A few South Winneshiek respondents expected reductions or termination, but 89 percent expected the program to be continued or expanded. Twenty-two percent called this program a complete success. 56 percent felt it was mostly successful, and 19 percent rated it as moderately successful.

Key findings about respondents' experience with the Tuition Reimbursement for Graduate Study Program at South Winneshiek Community Schools include:

- The program was devised to promote improved performance through graduate study, rather than an in-district staff development model.
- Enhanced professional status, teacher recruitment, and teacher retention are all secondary purposes for this program.
- Increased effectiveness in the classroom and monetary reward are both strong motivators for this program. Increased status as professionals also serves as motivation for some participants.
- The local school board and local teacher organization were both identified as having leading roles in the initiation, planning, and implementation of the program. The district superintendent became involved during the planning stage, with individual teachers and principals somewhat involved.
- A variety of needs-assessment mechanisms were used including teacher organization input, an administrative team, a teacher survey, and a teacher committee. About a third of respondents indicated that school board hearings were held on the matter.
- Participation rates had been quite high at 72 percent. Most participants became involved after the program was implemented, and many who have not yet been involved are considering participation in the future.
- The program has had very positive impacts, according to respondents, particularly in the areas of job effectiveness, professional growth opportunities, and salaries; there were very few reports of negative impacts.
- The program had a positive impact on overall job satisfaction for 70 percent of respondents, and a positive impact on decision to remain in the present position for 51 respondents.
- All respondents recommended that the program be continued or expanded, and most expected one of those outcomes to occur.
- Ninety-seven percent of respondents gave the program a success rating, with 22 percent calling it completely successful.

MICHIGAN



Dearborn Public Schools: Consulting Teacher Program

> A fine example of teachers helping teachers in a positive way so that our profession continues to keep only the best teachers.
>
> - elementary teacher

Dearborn, Michigan, is a suburb of Detroit with a population of about 90,000. Nested in Detroit's southwest corner, Dearborn is an older suburban community with many of its community services and amenities long established. The Ford Motor Company is prominent in Dearborn, both in terms of employment at Ford's plant and offices, and historically, with Greenfield Village and The Henry Ford Museum being nationally renowned attractions. A campus of the University of Michigan is located in Dearborn, as is the Detroit College of Business. The Dearborn Public Schools enroll over 12,500 students at 18 elementary schools, five junior high schools, and three high schools. The district employs about 840 teachers.

The program under study at Dearborn is the Consulting Teacher Program. This program was established in response to hiring a large pool of new teachers, following a long period of few new hirees due to enrollment decline and staff attrition. With the surge of national interest in teacher induction, and recent information and resources available, Dearborn Public Schools established the Consulting Teacher Program to improve the induction of its new teachers. Consulting Teachers were selected to work with the new hirees in a variety of ways, including: to acclimate them to district and building procedures, to offer advice in the design and management of instruction, and to observe, review, and evaluate new teacher's classroom performance. Consulting teachers are on leave from classroom teaching assignments and perform their new role on a full-time basis. Training for the Consulting Teachers was provided by the district prior to beginning their assignments.

After the initial year the program was scaled down considerably because it happened that new (first year, non-tenured) teachers were not hired by the district. However, a large number of teachers are approaching retirement in Dearborn, and the district will need to hire many new teachers in the near future. In addition, there are plans to expand the Consulting Teacher program beyond the induction of new teachers to include peer assistance and review for any teacher not performing up to evaluation standards.

In its first year (1986-87) the Consulting Teacher Program had a budget of $395,960, computed on a per teacher basis, and funded by local general revenues. The budget was considerably reduced in its second year to $133,956 due to the lack of first-year teachers. A large increase in funding was expected in 1988-89, in anticipation of needing to hire many more new teachers, as well as expanding the role of the program. The majority of the funds were used for staff salaries, with 10 Consulting Teachers on staff the first year, and three the second year. In the first year, about $4,400 was used for training, and the rest of the funds were used for materials, substitute teacher costs, and additional compensation.

An established maximum sample size of 130 teachers was applied. In Dearborn that meant that a random sample of 16.4 percent of professional staff was drawn. Ninety-seven surveys were returned, a response rate of 69 percent. Almost-three fourths of respondents have a master's degree and almost one fourth have at least 30 hours beyond the master's. Only 9 percent have fewer than 15 hours beyond the B.A. degree. All teachers who responded (86 percent of all respondents) belonged to the local teacher association.

Nine percent were in their second year with the Dearborn Public Schools -- this is the group who worked with the Consulting Teachers in the program's first year. In all, 14 percent had been with the district five or fewer years, and 13 percent had five or less years of teaching experience. Forty-seven percent had been at Dearborn 20 years or more; 18 percent had been there 30 or more years. Looking ahead five years, 55 percent expect to be in the same position, but 24 percent expect to have retired. The group nearing retirement is much larger than was found in any of the other study sites. Thirteen percent expect to remain with the Dearborn Public Schools, but to be in another position.

Two-thirds of respondents consider the primary purpose of the Consulting Teacher Program to be improving teacher performance. Most of the remainder - 22 percent- perceive enhanced status of teachers to be the programs purpose. Fifty-six percent of respondents said enhanced teacher status was a secondary purpose, 38 percent considered teacher retention to be a secondary purpose, and 25 percent indicated that improved teacher performance was a secondary purpose of the program.

Increased effectiveness in teaching was considered to be a motivating force in the program by an overwhelming 98 percent of respondents. For 52 percent a motive was increased status for teachers, while enlargement of responsibility and improved conditions in the workplace were each included as motivators by just over 25 percent of all respondents.

Central office personnel and the local teacher federation were each selected by 35 percent of the respondents as most responsible for initiating the program. Fourteen percent thought the local school board was most responsible. Central office personnel and the local teacher federation were most often identified as planners and developers of the program, cited by 85 and 81 percent of respondents respectively. Almost all respondents considered one of those two parties most influential in developing the program. Other contributors to planning and development of the Consulting Teacher Program were individual teachers (named by 55 percent), building principals (54 percent), district superintendent (52 percent), and the local school board (49 percent).

Over half of respondents felt the local teacher federation had the most or second most importance in implementing the program, and over half gave the same credit to central office personnel. Individual teachers were cited next in importance for the implementation of the program followed by building principals.

A variety of methods were used for needs-assessment data in relation to this program. Most often noted was an administrative team (cited by 76 percent of respondents), followed by teacher organization input (59 percent), a teacher committee (48 percent), and a teacher survey (34 percent). Thirty percent mentioned a teacher supply and demand study as a form of needs assessment. This use of teacher supply and demand data seems reasonable since the Consulting Teacher Program was itself a response to an impending need to hire teachers.

Twenty percent of respondents indicated that they had participated in the Consulting Teacher Program, with an additional 3 percent acting in leadership roles. Eighteen percent chose not to participate, 31 percent were ineligible to participate, and 28 percent did not know whether or not they would be eligible for the program. Of those who had participated, most (18 percent) had gotten involved early in the program's implementation. Eight percent of respondents were involved in the planning stage of the program. Sixty percent did not expect to have any involvement with the program at any time.

While 43 percent indicated that participation in the program was mandatory, 31 percent believed it to be strictly voluntary, and 17 percent said it was mandatory for some staff members (most likely referring to new teachers).

As a program intended to serve and include a small and specific segment of this large faculty, it was expected that most respondents would have felt no impact in most areas, and this was the case. However, in most areas the number of respondents who felt some positive impact far exceeded the 23 percent who had been program leaders or participants. This would imply that the presence of the program had a positive spillover impact on many non-participants. At the same time the number who reported any negative impacts in any category was negligible.

Areas where positive impact exceeded levels of participation are: job effectiveness (35 percent of respondents felt a positive impact, with 20 percent having selected "very positive"); control over work (25 percent felt a positive impact); interaction with colleagues (40 percent); professional growth opportunities (38 percent); and overall job satisfaction (32 percent). For 23 percent of respondents -- the same percent that had participated -- the Consulting Teacher Program had positive impacts on their decision to remain in their present job, with 13 percent indicating that impact was very positive. Only six percent indicated there was any impact at all on salary levels and those all specified "slight" positive impact. There was no negative impact on salary or decisions to remain in present position, and only one person reported a negative impact on overall job satisfaction.

Forty-nine percent of respondents recommended the program be continued, and 28 percent recommended it be expanded. Although there were few indications of negative impacts, 16 percent recommended that the program be terminated. Only 42 percent expected the program to be continued as is, and 18 percent expected it to be expanded. Twenty-seven percent expect it to be diminished, and 13 percent expect it to be terminated. For 48 percent of respondents the program was mostly successful, while for 27 percent it was a moderate success. Twelve percent believe the program to have been a complete success. Eleven percent considered the program mostly unsuccessful, and 3 percent called it completely unsuccessful. While these negative ratings should be considered, it is useful to remember that numbers far in excess of those who actually participated rated the program as a success.

Key findings about respondents' experience with the Consulting Teacher Program at Dearborn Public Schools include:

- About two-thirds of respondents believe the purpose of the program is to improve the performance of teachers, with enhanced status for teachers as professionals and teacher retention as secondary purposes.
- Almost all respondents view increased teacher efficacy as the strongest inducement the program offered, with about half considering increased professional status to be a motivator as well. About one-fourth consider improved workplace conditions or enlargement of responsibilities as inducements found in the program.
- The program was initiated by the local teacher federation and central office personnel.
- Central office personnel and the local teacher federation were also most influential in planning and developing the program.
- Individual teachers, building principals, the superintendent, and the district school board were named as contributors to planning and development of the program by half the respondents.
- Implementation of the program was led by central office staff and the local teacher federation. Individual teachers and principals also contributed to the process.
- A variety of needs assessment strategies were used. An administrative team, teacher federation input, teacher committee, and teacher survey were mentioned.
- A teacher supply and demand study provided needs assessment data according to about 30 percent of respondents.
- Fewer than one-fourth of respondents had participated or had been program leaders. Almost 60 percent of respondents were either ineligible to participate or did not know if they were eligible.
- Most participants became involved early in the program's implementation.
- Sixty percent do not foresee themselves as participants in the program at any future time.
- There is uncertainty among respondents as to whether or not the program is mandatory or voluntary. The number who called the program mandatory exceeds the 23 percent who participated, indicating some confusion in the terms. Eighteen percent said the program is mandatory for some personnel (first-year teachers).
- Though the majority of respondents were non-participants and felt no impact from the program, there appears to be some positive spillover impact for some of the non-participants.
- Areas where positive spillover impacts were reported include job effectiveness, control over work, interaction with colleagues, professional growth, and overall job satisfaction.

- There were few positive or negative impacts reported in terms of salaries or fringe benefits.
- The program had a positive impact on decisions to remain in present positions for 23 percent of respondents -- the same percentage involved as program leaders or participants.
- Almost three-fourths of respondents recommended the program be continued as is or expanded. Fewer expect the program to be continued, and about 40 percent expect it to be diminished or terminated.
- The great majority -- about 87 percent -- rated the program as having some degree of success, and 12 percent who called it a complete success.

Lansing Public Schools: Quality of Work Life Committee - Employee Recognition Program

> A little recognition or support can mean a world of difference insofar as enthusiasm, creativity, energy, commitment, and increased self-esteem.
>
> - special education consultant

Lansing is Michigan's state's capital, with a population of about 130,000. Adjacent is East Lansing, with a population of about 50,000 and the home of Michigan State University. In addition to state government and higher education, the area is a manufacturing center, particularly automobile production. The Lansing Public Schools enroll about 23,500 students at 33 elementary schools, four middle schools, three high schools, an alternative education center, a vocational education center, and a special education facility. The district employs almost 1,300 teachers.

The program under study in Lansing is the district's Quality of Worklife Committee. This committee was established in 1981 to develop activities that would add credence to the district's motto: "The Lansing Public Schools . . . There's no better place to learn and work." The activities sponsored by this committee are intended to encourage staff communication and interaction at each work site within the district. The committee consists of and serves all district employees -- numbering over 3,000 -- including support and service personnel as well as certified staff. In its first four years, the committee established the following activities: The Employee of the Month; Years of Service Recognition Program; a district-wide employee retirement reception; the Meritorious Service Award; the Outstanding Contribution Award; and RESOLVE (the Lansing School District Employee Assistance Program).

The Years of Service Award is given to employees marking their twentieth, twenty-fifth, and thirtieth anniversaries of employment with the district. The Retirement Recognition Reception honors all retirees having completed 15 or more years of service to the district. Recipients of the Employee of the Month Award must be nominated and must meet the following criteria:

1. The individual performs his/her daily work competently, and
2. The individual has, through his/her own initiative, ingenuity, or creativity, done something out of the ordinary to enrich the lives of the students or staff with whom he or she works.

The Outstanding Contribution Award is bestowed upon an employee who has made a contribution to the district that is broad in scope, a function of the employee's personal effort, and beyond that individual's normal work responsibility. Individuals are nominated by their peers for this award. The Meritorious Service Award is given to any employee who has been recognized for making a significant local, state, national or international contribution either within or outside of the field of education.

The RESOLVE program offers employees confidential counseling to cope with personal physical, emotional, legal, or financial problems such as: impending retirement, bereavement, change in work assignment, alcoholism or drug abuse. RESOLVE accepts clients on the basis of self-referral, family referrals, and school district referrals. In the latter case, an employee's supervisor or union steward may make a referral to RESOLVE if he or she believe that an employee's personal problems have contributed to a documented decline in performance. It is, however, the employee's choice to seek RESOLVE's services. RESOLVE services are offered through a contract with the Lansing Public Schools. Although a fee is charged, in most cases employee health insurance pays the charges.

In 1986-87 the Quality of Worklife Committee's budget was $5,000. That increased by 140 percent to $12,000 in 1987-88. The increase came from the school district assuming the cost of the RESOLVE Program. A slight increase was expected for 1988-89. Most of the funds are used for materials, and the district carries indirect costs of program support through its personnel office. All funds are generated by local general revenues.

The maximum of 130 teachers in a sample applied in Lansing. A random drawing of ten percent of certified staff yielded a 138 person sample, and 84 surveys were returned for a response rate of 61 percent. Nineteen percent of respondents were black and 3 percent were Hispanic. Forty-eight of respondents had a master's degree with up to 14 additional hours, and 31 percent had 15 or more hours beyond the master's level. Only 5 percent had less than 15 hours beyond the B.A..

Virtually all teachers were members of the local teacher association. Ten percent of respondents had been employed by the Lansing Public Schools for five or fewer years, though only 6 percent had five years or less experience teaching. Thirty percent had been with the district for 20 or more years.

Fifty-four percent expect to be in the same position in five years, while 15 percent expect to have retired by then, and 18 percent expect to still be with the Lansing schools, but in a different position. Seven percent expect to be in positions outside the field of education.

Fifty percent of respondents felt the primary purpose of the program was enhanced professional status, while 46 percent felt that improved performance of teachers (staff)[8] was the purpose of the program. Teacher retention was a secondary purpose according to 25 percent of the respondents.

The most often cited motivator used by this program is awards and recognition, cited by 80 percent of respondents. Increased teacher efficacy functions as a motivator in this program according to 62 percent, increased status is a motivator in this program according to 57 percent, and 54 percent felt that the program offers improved workplace conditions.

No individuals or groups emerged as the dominant leader in initiating the program. The local school board was credited with initiating the program by 25 percent of respondents, the local teacher association thought to have initiated the program by 20 percent, and 17 percent indicated that central office staff had initiated the program. Six parties were each identified by only 3 to 9 percent of respondents.

A host of parties shared credit for planning and developing the Quality of Worklife Committee and its programs. The school board and the local teachers association were each identified by 64 percent of respondents as planner/developers of the program. Individual teachers contributed to planning this program according to 56 percent of respondents, and 52 percent felt that central office personnel were involved. Building principals played a role according to 49 percent of respondents, 38 percent indicated the district superintendent had a role, and 30 percent cited the state teachers' association. Outside researchers, the intermediate education service agency, and the state legislature were each cited by about 14 percent of respondents. Central office personnel received nods as most influential in planning and developing the program from 26 percent of the respondents, more than any other party.

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[8] Numerous respondents pointed out that this program applied to all district staff, not only teachers. However, for consistency the report findings speak in terms of teachers.

The local teacher organization, individual teachers, and central office staff, were thought of as the most or second most important program implementors by 37, 34, and 32 percent of respondents, respectively. Twenty percent felt building principals were most or second most important implementors. No other parties were thought to have played a major implementation roles by more than a few respondents.

Seventy percent of respondents reported that an administrative team provided needs-assessment data relative to this program. According to respondents, teacher input played a major role, with 59 percent reporting that the local teacher association provided needs-assessment data relative to the program, while a teacher survey and teacher committee each contributed needs assessment according to 50 percent. Seventeen percent cited a teacher supply and demand study as a source of needs assessment data.

Twenty-six percent of respondents had participated in the program, with another 2 percent acting in leadership roles. Eleven percent had chosen not to participate. Curiously, not a single respondent actually knew that he or she was ineligible, but 61 percent did not know if they were eligible for the program. (In fact, anyone is eligible to nominate someone for an award or to be nominated, and any employee can use the RESOLVE program.)

Of those who had participated, most became involved after the program was in place (18 percent of all respondents). Only 3 percent were involved during the planning process. Nineteen percent were considering involvement in the future, but 47 percent did not foresee themselves participating at any time in the program. Participation was identified as strictly voluntary by 83 percent of respondents. Nine percent believed that for some employees participation was mandatory.

Of course only a small percentage of all Lansing's employees has actually received one of the awards or used the RESOLVE program. In such cases it is typical for the majority of respondents to report "no impact" in most areas. What is of interest is to see where the numbers experiencing positive impacts exceed participation levels, indicating a positive spillover impact where the presence of this program in some way conveys a positive value even to a number of non-participants. What is also of concern is identification of areas with many respondents claiming to have felt negative impacts.

There were such positive spillovers in Lansing's program. For example, 31 percent of respondents experienced some positive impact on job effectiveness, 40 percent had felt a positive impact on interaction with colleagues, 33 percent reported to have felt a positive impact on status among peers, and 37 percent thought the impact on professional growth opportunities was positive. There were negative impacts for some respondents in terms of decision making. Eleven percent felt the program had negative impacts on teacher input into building level decisions, and ten percent expressed negative impact on teacher input into district level decisions.

Forty-one percent, clearly exceeding the participant group, felt the program had a positive impact on job satisfaction (18 percent specified *very* positive impact), and 21 percent said it had a positive impact on their decision to remain in their present job. Seven percent felt the program had a negative impact on that decision. Ten percent experienced positive impacts in term of salary, perhaps considering the RESOLVE program as a fringe benefit. However, seven percent felt the program had *very* negative impacts on salary and fringes.

While most respondents felt no impact from the program, 45 percent recommended it be continued as is and another 43 percent recommended that it be expanded. It may be that though the program had not touched many of the respondents directly, they recognized it as a positive element in the district that may even merit expansion. Twelve percent wanted the program to be diminished or completely terminated. The expectation of 62 percent was that the program would be continued in its present form, and 22 percent expected it to be expanded. Twelve percent expected the program to be diminished. Fifty percent rated the program overall as moderately successful. However, 27 percent rated the program as mostly or completely unsuccessful, while only 23 percent rated the program as mostly or completely successful.

Key findings about respondents' experience with the Quality of Worklife Committee at Lansing Public Schools include:

- Most respondents view the program as a way to enhance the status of teachers as professionals, with improvement of teacher performance ranked second as the purpose of the program.
- The program uses a variety of motivators. The most agreement was around awards and recognition, cited by 80 percent of respondents. Increased teacher efficacy was next, followed by increased teacher status, enlargement of responsibility, and improved workplace conditions.

- No strong identification of the program with one individual or group was apparent. The local teacher association, central office staff, and local school board were most often cited as the initiators of the program.

- Individual teachers were seen as important participants in planning the program by many respondents, along with the local teacher association and central office staff. The district school board, superintendent and building principals were also viewed by some respondents as contributors to program planning.

- Implementation seemed to be mainly attributed to the local teacher association, central office personnel, and individual teachers. Principals were sometimes mentioned as well.

- An administrative team was most often recognized as a form of needs assessment, but several strategies with a teacher focus -- teacher survey, teacher committee, and input from local teacher association -- were each mentioned by over half of the respondents.

- Twenty-eight percent of respondents had been leaders or participants in the program.

- Sixty percent did not know whether or not they were eligible to participate in the program, and about 50 percent did not anticipate involvement in the program at any time.

- Most respondents identified the program as completely voluntary.

- The data suggest spillover impacts in the areas of relations with colleagues, professional growth, status among peers, and job effectiveness.

- Negative impacts were reported in the areas of input into building and district level decision making.

- Ten percent reported positive impacts on salary and fringes, while 7 percent felt the impact on salary and fringes was negative.

- Eighty-eight percent recommended that the program be expanded or continued as is, and close to that many expected such results.

- While 50 percent call the program a moderate success, there were more ratings of mostly or completely negative (27 percent) than of "mostly or completely" positive (23 percent).

Olivet Community Schools: Instructional Theory Into Practice (ITIP)/Scripting

> I am grateful for the jargon to converse with my colleagues about my work and the opportunity to go to other classrooms and to have others in mine.
>
> - K-12 specialist teacher

Olivet is a community of about 1,600 people in southern Michigan. Olivet is located 30 miles south of Lansing and 14 miles north of Marshall, along Interstate Highway 69. The surrounding area is primarily agricultural, though excellent highway connections enable residents to seek employment in Lansing, Marshall, and Battle Creek. Olivet is also the home of Olivet College, a four-year institution. The Olivet Community Schools serve about 1,140 students at three sites: an elementary school, a middle school, and a high school. There are 65 teachers and five administrators on the staff.

The program under study at Olivet is Instructional Theory Into Practice (ITIP), with a Scripting component. This is a staff development model that has received nationwide attention. The Scripting component facilitates application of the ITIP instruction in teachers' classrooms. Lessons are scripted in advance to ensure that the elements of ITIP are incorporated into the lesson design, and to serve as a basis for evaluating the delivery of the lesson. The Olivet Community Schools adopted this model and began their own in-district program for all professional staff. The actual training module was purchased from the Calhoun Intermediate School District (the intermediate agency servicing Olivet). However, rather than send teachers to the intermediate agency office to receive training, the district brought the training to their site. This was not the one shot "dog and pony show" that often passes for staff development, especially in resource-poor small schools, but a full-fledged, long-term program complete with built-in support structures and local capacity building.

One-third of all staff began the program during the first year. In the second year another third began study of ITIP, while a portion of the first-year group received advanced training and were able to serve as coaches for the new group. Finally, in a year three, the remaining third of teachers went through the initial program, while members of the first two year's groups progressed in their advanced training. The program has been so well received that neighboring local districts sent personnel to Olivet to participate. With the initial immersion into ITIP almost complete, Olivet staff were planning to continue and expand the on-site staff development program, in order develop a norm of applied professional growth.

In year one of the program (1986-87) $5,866 was budgeted for the ITIP and Scripting program. This increased in year two to $8,900, as the second group of teachers entered the program. The budget was expected to decrease slightly in the 1988-89. ITIP was "purchased" from the intermediate education agency at a set per-teacher rate. The district was able to use Chapter II funds to support this program. Additional costs absorbed by the district were for substitute teachers to allow participants release time.

With only 65 teachers at Olivet, the minimum sample size of 30 teachers was applied. Thus, a random sample of 66 percent of all certified staff was drawn. Thirty-nine surveys were returned, for a 91 percent response rate. Thirteen percent had fewer than 15 hours beyond the B.A. degree, while 36 percent held between 15 and 29 hours beyond the B.A., and 18 percent had 30 or more hours beyond their bachelor's degree. Eighteen percent of respondents held a masters level degree with up to 14 additional hours, and 15 percent held 15 or more hours beyond the master's degree. All teachers were members of their local teacher association.

Almost one-fourth of the respondents had been with the Olivet schools for less than five years, though only 15 percent had five or fewer years of teaching experience. Just 18 percent had been there 20 years or more. Only 46 percent expected to be in the same position in five years, and 8 percent expect to hold another position within the Olivet School District. Five percent anticipate retirement within five years, and 18 percent expect to hold a position in another school district.

The purpose of the ITIP/Scripting program is improved teacher performance, according to 87 percent of respondents. For 82 percent, enhancement of teacher status was the program's secondary purpose. The most clearly identified motivator driving the program is increased teacher efficacy, cited by 92 percent of respondents. For 47 percent increased status as professionals was also a motivator, and 34 percent felt that improved conditions in the workplace was a motivation to participate.

The district superintendent and building principal were both identified by large numbers as the initiator of the program, with 57 percent citing the superintendent and 31 percent citing the principals. These two were also most often cited for their contributions to the planning and development of the program, by 79 and 74 percent of respondents, respectively. Individual teachers were recognized as parties to the planning and development of the program by 40 percent of respondents, though the local teacher association did not seem to play a role, cited by only 5 percent. The intermediate service agency, providers of the ITIP/Scripting program itself, was considered as a partner in the planning and development of the program by 32 percent of respondents. At the implementation stage, the district superintendent was by far most often recognized as the most or second most important party, so cited by 75 percent of respondents. Building principals were most or second most involved in implementation according to 59 percent, and 26 percent gave credit to individual teachers for involvement in implementation. The local school board played a secondary role in implementing the program according to 38 percent of respondents. The intermediate service agency was not cited for involvement at the implementation level by many respondents.

The administrative team was recognized as the dominant source of needs assessment data relative to the program, cited by 85 percent of respondents. A teacher survey was also conducted according to 49 percent. A teacher committee and a community survey were each cited by 18 percent as sources of needs assessment data.

No one at Olivet considered themselves ineligible to participate in ITIP/Scripting, and 70 percent had participated. An additional 16 percent had acted in leadership roles in the program, while the remaining 14 percent had chosen not to participate. The largest group of participants became involved during early implementation of the program -- 45 percent. Ten percent had become involved during the planning stage. Eleven percent did not anticipate involvement in the program at any time. While 61 percent consider participation in the program to be strictly voluntary, 16 percent understood participation to be mandatory, and another 16 percent indicated that the program was mandatory for some individuals.

With high rates of participation, most respondents were in a position to rate the impacts the program had for them. Ninety-one percent of respondents felt the ITEP/ Scripting program had a positive impact on job effectiveness, and 54 percent specified very positive impact. There were no reports of negative impacts on job effectiveness. This very high percentage of positive impacts exceeded the rate of participation, indicating that some positive spillover benefits may have reached non-participants. For 77 percent of respondents, there were positive impacts on their control over their work, while 76 percent felt positive impacts on their use of time. Eighty percent indicted there were

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positive impacts on interaction with colleagues, professional growth, and relationships with students, over half of these specifying very positive. Only one respondent suggested a slightly negative impact in any of these areas.
Regarding input into district or building level decisions, and status among peers, most felt no impact or a slightly positive impact. There was virtually no impact indicated at all on salary levels.
For thirty-one percent of respondents the program had a very positive impact on job satisfaction, and for 49 percent more it had a slightly positive impact. The remaining 20 percent expressed "no impact", with no one reporting any negative impact on overall job satisfaction. Thirty percent said the program had a very positive impact on their decision to remain in their present position, and 18 percent more indicated a slight positive impact on that decision. Almost half felt the program had no impact on staying in their present position. One individual felt a very negative impact on that decision.

The program should be continued as is according to 43 percent of respondents, while 32 percent recommended expanding the program. Five percent thought the program should be terminated. Fifty-four percent did expect the program to continue as is, but only 22 percent expected it to be expanded. Twelve percent anticipated a diminished program. In rating the overall program, 42 percent called it mostly successful, and 44 percent called it moderately successful. One respondent called the program a complete success and 11 percent rated the program as mostly unsuccessful. In all, 89 percent of respondents rated the program at some level of success.

Key findings about respondents' experience with the ITIP/Scripting Program at the Olivet Community Schools include:

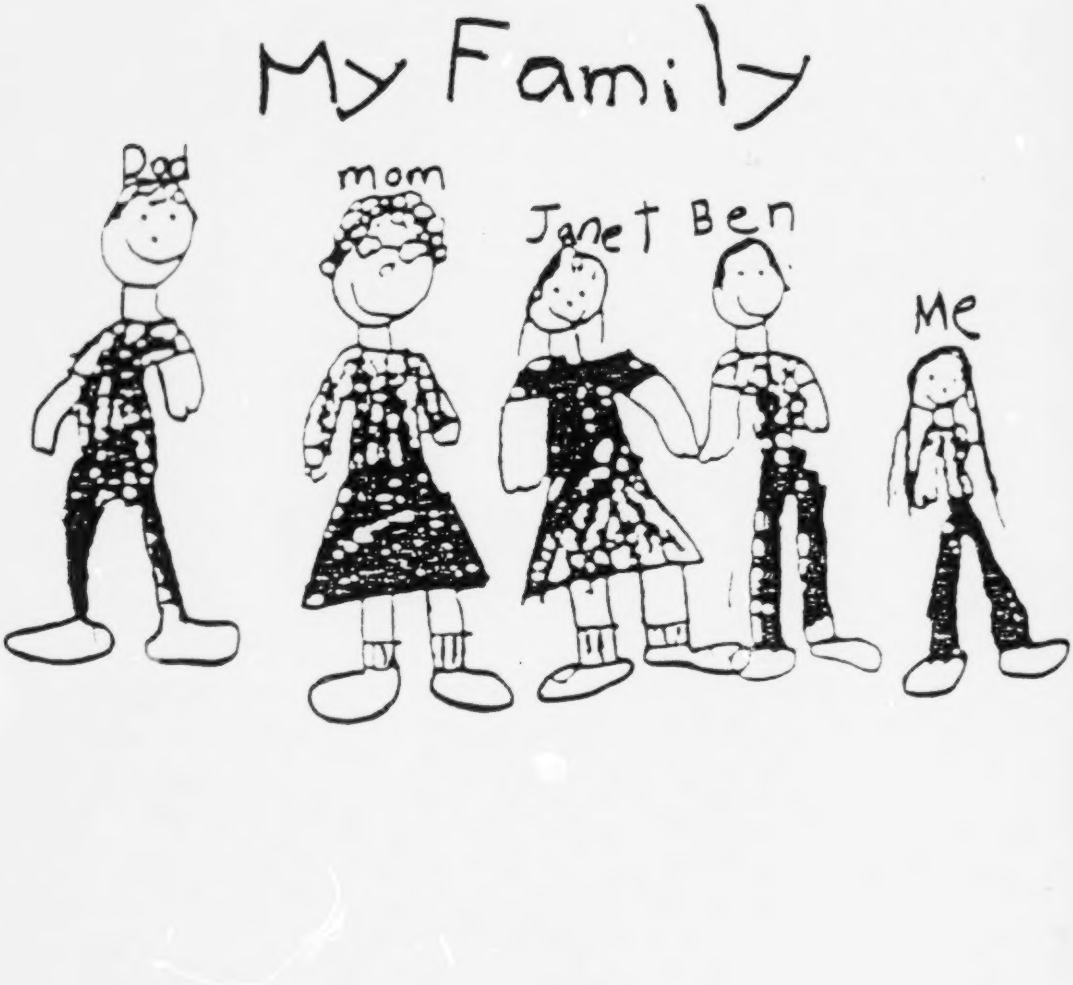
- The program was brought in as a package from the intermediate service agency serving Olivet. The incentive program examined includes both the staff development model and the system of delivery to teachers.

- Improved teacher performance is considered the primary program purpose, with enhanced status as professionals a secondary purpose of the program.

- Increased teacher efficacy was a motivator for almost all respondents, while smaller numbers considered increased teacher status and improved workplace conditions to be motivators.

- The program was initiated by the district superintendent and building principals.

- The district superintendent and building principals were most influential in planning the program, with individual teachers and the intermediate service agency also involved.
- The district superintendent and building principals had the most significant roles in implementing the program. The school board played a secondary role.
- An administrative team was the most often recognized form of needs assessment, and about half the respondents cited a teacher survey.
- Program participation levels were high, with 86 percent in either leadership or participant roles. Most participants got involved early in implementation.
- Eleven percent do not anticipate involvement at any future time.
- Most respondents identify the program as voluntary, though small groups believed it to be mandatory for all or for some employees.
- Most impacts reported were positive, with particularly high rates of positive impact on job effectiveness, professional growth opportunities, relationships with students, use of time, and collegial interactions.
- Negative impacts reported were negligible.
- The program had little positive impact and no negative impact on salaries or fringe benefits.
- The program had a positive impact on overall job satisfaction for 80 percent of respondents, and for 30 percent it had a very positive impact on their decision to remain in their position.
- Three-fourths of respondents recommend expanding or maintaining the program, and about the same number expect that to happen.
- The overall rating for the program is quite positive, with 89 percent giving the program a success rating -- 47 percent rating it as completely or mostly successful.


My Family
Dad
mom
Janet
Ben
Me

Gaylord Community Schools I.S.D. #732: Peer Evaluation

> I believe peer evaluation, when done voluntarily and in a sense of professional support and responsibility, will do a great deal to enhance the professional status and performance of teachers.
>
> - administrator

Gaylord is located in southwestern Minnesota, about 60 miles southwest of Minneapolis, with a population of about 1,930. The economy of the area is predominantly agricultural and has experienced difficult times during most of the 1980s. Higher education opportunities are available at Mankato State University, 31 miles away, and Martin Luther College, in New Ulm, 26 miles away. Gaylord is on the shores of Titlow Lake, which offers recreational opportunities, with many more lakes found to the north of Gaylord. Gaylord's school system serves about 605 students with a staff of 40 teachers and three administrators.

The program under study at Gaylord was Peer Evaluation. It is stipulated in the negotiated contract between teachers and the school administration that teachers may elect to have their evaluations conducted by fellow teachers, rather than by their building principal. Peer evaluators are to use the same evaluation instrument in documenting an observation of classroom instruction as principals would use. Following the observation, a debriefing session is held between the teacher being evaluated and the teacher serving as evaluator, with the principal sitting in as well. The rationale for the program was that peers may have a greater depth of understanding of significant elements of classroom instruction and strategies to deal with difficulties in their own particular subject area. The realization that it was difficult for the evaluators to make time in their own schedules to conduct evaluations led to the addition of a provision allowing teachers release time in order to observe and do follow-up sessions with peers.

There was no budget established for the program in either 1986-87 or 1987-88. There was expectation of setting up a fund to support peer evaluation as part of district's staff development program for 1988-89. The only cost that was incurred by the district, as an indirect cost, was reimbursement for substitute teacher time.

Because there were only 40 teachers on Gaylord's staff, all 40 plus the three administrators were sent surveys. Thirty-one surveys were returned, for a response rate of 72 percent. All teachers responding were members of the local teacher association.

Over 70 percent of respondents had 15 or more hours beyond their B.A., and 23 percent had a master's degree or higher. Only one respondent had less than 15 hours past the B.A. Four teachers in their first year at Gaylord -- 15 percent of the total -- were among the respondents, but only one other teacher had been in the district five years or less, while only two teachers had five years or less of teaching experience. One-third of respondents had been with the district for 20 years or more. Looking ahead five years, 58 percent of respondents expect to be in the same position at Gaylord, while 15 percent expect to be in a position in another school district, and 12 percent expect to be working outside the field of education. Another 12 percent anticipate retirement within five years.

For 78 percent of respondents the purpose of Gaylord's Peer Evaluation program was to improve teacher performance, while 22 percent thought enhanced status of teachers was the purpose. Enhanced status was named as a secondary purpose by 59 percent of respondents. Increased efficacy in teaching was considered an inducement for Peer Evaluation by 100 percent of the respondents. In addition, 47 percent identified improvement of workplace conditions, and 41 percent named enhanced professional status as inducements.

A building principal was most often named as the initiator of the program, cited by 65 percent of respondents. Eighteen percent considered the district superintendent to have initiated the program.

The principal was also most often cited (by 73 percent of respondents) as a party to the planning and development of the program and considered most influential. The superintendent was cited by 40 percent. Individual teachers played a part in planning the program according to 47 percent of respondents, 27 percent felt that the local school board had played a planning role, and 20 percent included the local teacher association as planners. Twenty percent named the SEA as contributors to the planning of peer evaluation, though there was no such state initiative or grant in place at that time.

The principal was by far most often recognized as an implementor of Peer Evaluation, so cited by 77 percent of respondents. The local superintendent was considered a primary program implementor by 23 percent. Of secondary importance in program implementation were individual teachers, cited by 26 percent, and the local school board, noted by 23 percent of respondents.

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An administrative team approach was the major recognized form of needs assessment in relation to the program, identified by 77 percent of respondents. According to 29 percent, a teacher survey had been conducted and furnished some needs assessment data.

At Gaylord, seven percent of respondents had acted in program leadership roles and thirteen percent had participated in the program in other ways. Forty percent said they had chosen not to participate, 23 percent believed they were ineligible to participate, and 17 percent did not know what their eligibility status was. Most participants (11 percent of respondents) had become involved early in the program's implementation. Eleven percent were considering involvement in the program in the future, but 68 percent did not expect to be involved at any time. The program was identified as completely voluntary by 87 percent of respondents.

Respondents were asked to rate program impacts in various areas.[9] With low rates of participation we expected fairly low levels of impact. The key finding is that practically all impacts reported were, in fact, positive ones. In terms of impact on job effectiveness and impact on status among peers, 26 percent reported a positive impact, exceeding the percent who participated, so that we may speculate there was a modest positive spillover impact. In most categories, positive impacts (either "very" or "slightly" positive) were reported by 10 to 20 percent of respondents, and only one response indicated any negative impact.

Not surprisingly, no impact of any kind was reported on salary and fringe benefits. The program did not award, provide, or consume any district funds. Nineteen percent of respondents felt the program had positive impacts on their overall job satisfaction and ten percent indicated it had a positive impact on their decision to remain in their positions. No negative impacts at all were reported for either of these items.

Two thirds of the respondents recommended continuing the program in its present form. The remainder were evenly divided between those who recommend that the Peer Evaluation program be expanded and those who think the program should be completely terminated. About one-half expect the current program to be continued, one-fourth expect it to be terminated, and the remainder are split between expecting the program to

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9. Many respondents felt that they had too little information about the program to talk about program impacts reliably and so left these items blank. To make sense of the data the assumption is made that a non-response to these items would be treated as "no impact". The rationale is that respondents who were too unfamiliar with a program to have any opinion on its impacts clearly did not feel any impact at all.

be diminished or expanded. Just over half (54 percent) of respondents felt the program was moderately successful, and 31 percent felt it was mostly successful. However, 15 percent felt the program was completely unsuccessful.

Key findings about respondents' experience with the Peer Evaluation program at Gaylord Community School include:

- The peer evaluation program is viewed as an attempt to improve teacher performance, with enhancement of the status of teachers a secondary purpose.
- All respondents felt that increased teacher efficacy was the motivator that would drive the program. Close to 50 percent considered improved workplace conditions and enhanced teacher status to also be inducements.
- The person most strongly identified with the program at all stages was a building principal.
- The superintendent was viewed as secondary to the principal in the initiation, development, and implementation of the program.
- Individual teachers, the local school board, local teacher association, and the SEA were each considered to have played some part in the planning of the program.
- An administrative team study was the primary source of needs assessment data recognized by most respondents, and some (29 percent) indicated that a teacher survey had been conducted.
- Twenty percent of respondents had either been in a leadership role or participated in the program. Forty percent had chosen not to participate, and the remainder believed they were ineligible or did not know if they would be eligible for the program.
- The majority (68 percent) of respondents did not expect to participate in the program at any time.
- In most cases positive impacts were reported by about 10 to 20 percent of respondents, near the participation rate.
- There were modest positive spillover impacts in terms of "job effectiveness" and "status among peers", indicating that some non-participants experienced those benefits to some degree.
- There were virtually no reported negative program impacts, and no impact of any kind on teacher salaries.
- Ten percent reported that the program had a positive impact on their decision to stay in their present position, and 19 percent said it had an overall positive impact on their job satisfaction.
- Most respondents felt the program should be continued as is, and about half expect that to happen.
- Overall, the program was rated "moderately successful" by over half the respondents, and 30 percent felt it was mostly successful. However, 15 percent rated the program " completely unsuccessful".

Minnetonka Public Schools: Mentor Teacher Program

> It was a very positive experience for mentors and protegees. It has the potential to greatly improve the effectiveness of new teachers, plus may encourage them (rather than discourage) to remain in education.
>
> - secondary teacher

The Minnetonka Public School District is a part of the Twin Cities metropolitan area, located west of Minneapolis. The district includes the communities of Minnetonka, Excelsior, and Wayzata, all embracing the wooded shores of Lake Minnetonka. While most residents commute to employment in the Twin Cities, these communities have their own highly developed retail and business centers. The area is considered a very desirable residential setting, with homes of well above average value. The Minnetonka Public Schools serve about 5,550 students at six elementary schools, one junior high school, and one high school. The teaching staff numbers close to 350, and there are 19 administrative positions.

The program under study in Minnetonka is the Mentor Teacher Program. Initially, the Mentor Teacher Program was a pilot project within the Minnesota School-Based Teacher Education Program, run in collaboration with the University of Minnesota and the Metropolitan Educational Cooperative Service Unit during the 1986-87 school year. The concept of a teacher education program in a school setting was to be tested by having experienced "mentor" teachers and university personnel work together with beginning teachers to develop and hone their instructional skills. The mentor teacher component of this larger project took on a life of its own and was so successful (reflected both in written project evaluation and in testimony from participants) that the district board of education provided $10,000 of its own funding to continue the mentor teacher program.

The mentor role involves a comprehensive set of functions that include advising, teaching, counseling, and encouraging their "proteges" (beginning teachers). Mentors were not involved in the evaluation of new teachers, though they may be asked to provide support and assistance in growth areas identified by the building principal. Mentors should have regularly scheduled support meetings with their proteges, and may exchange opportunities to observe each other teaching with follow-up dialogue. A mentor should be aware of the diversity of roles a new teacher must begin to assume, such as: classroom instructor, colleague, public relations agent, and member of the teaching profession. Mentors should be concerned about both the professional and personal growth of the protege.

One distinctive feature of Minnetonka's program is that proteges have input into the selection of their mentor. The final designation of mentor/protege pairings is made by the building principal, after consultation with the beginning teacher(s). Mentors, once selected, serve through the school year. They are given released time to participate in program training, as well as two days for each mentor and protege for program related activities. The pair may opt to take the equivalent budget amount, about $120 per teacher, and apply those funds to a program related activity. In addition, each mentor receives a stipend of $400 for serving one teacher, and an added $200 for each additional beginning teacher served by the same mentor.

The first year (1986-87) the Mentor Teacher Program was funded completely through the state grant for School-Based Teacher Education Programs. In 1987-88 the program was funded using local district general revenues, with a budget of $13,000. A slight increase was expected for 1988-89. The allocation is based on per-teacher costs, so that the projected budget is based on estimates of new teacher hirees. The funds are divided between staff salary stipends, and the cost of training including consultant fees and staff released time. Indirect costs borne by the district include administrative time to coordinate the program.

A random sample consisting of one-third of Minnetonka's teachers and administrators received surveys. The sample size was 116, and 80 usable surveys were returned, for a response rate of 69 percent. There were slightly more secondary than elementary teachers among the respondents, and 10 percent were special education teachers. Nine percent were either building administrators or central office staff. Female respondents outnumbered males by about 2:1. Three respondents identified themselves as minorities. Thirteen percent of respondents held a masters degree with up to 14 additional hours, 31 percent held 15 or more hours beyond the master's degree, and 10 percent had a doctorate. Fourteen percent had fewer than 15 hours beyond a B.A. degree. All teacher respondents were members of the local teacher association.

Eighteen percent of respondents had been in the district five or less years, and 10 percent had five or less years of teaching experience. On the other hand, 45 percent had been with Minnetonka 20 or more years. A good many respondents -- 74 percent -- expect to be in the same position at Minnetonka in five years. Nine percent anticipate retiring within that time frame. Five percent expect to have a position in some other district, and three percent expect to be employed outside the field of education.

Sixty-nine percent of the respondents understood the primary purpose of the Mentor Teacher Program to be improvement of teacher performance. For 17 percent, the primary purpose was the enhancement of the status of teachers as professionals, while 11 percent believed that the program's primary purpose was to foster the retention of teachers. Over half the respondents indicated that enhancement of the teaching profession was a secondary purpose, one-third considered teacher recruitment a secondary purpose, and 43 percent identified teacher retention as a secondary program purpose.

The inducement most often identified with the program was increased teacher efficacy, cited by 96 percent of respondents. To 62 percent, increased status as professionals was also a motivating force. Enlargement of professional responsibility and improvement of workplace conditions were each motivators according to over 40 percent, and the monetary rewards offered by the program were looked at as an inducement by 23 percent of the respondents.

Diverse views existed as to who had initiated the program. Central office staff were considered most responsible for initiating the program by 28 percent of respondents, while 18 percent attributed the initiation of the program to outside researchers, and 14 percent believed the district superintendent had initiated the program. Ten percent credited individual teachers with initiating the Mentor Teacher Program.

In terms of planning and developing the program, 85 percent of respondents felt that central office staff had played a role, 78 percent cited individual teachers, and 71 percent included building principals. The district school board, district superintendent, and outside researchers were each mentioned as contributors to program planning and development by 53 percent of respondents. Most respondents felt either the central office staff, individual teachers, or outside researchers exerted the most influence on planning the program.

At the implementation stage, individual teachers appeared to be thought of as the most important players, with the central office staff and building principals following in importance as program implementors. Outside researchers were cited as having a role, but by less than 25 percent of respondents.

The administrative team provided needs-assessment data according to 80 percent of respondents. A teacher committee was cited by 43 percent and a teacher survey by 37 percent as other sources of needs assessment. About one-third indicated that the local teacher organization had provided input into the program, while 31 percent reported that a teacher supply and demand study had been used to inform the program. This latter form of needs assessment would certainly make sense in terms of preparing to meet the needs of new teacher inductees to the system.

It can be assumed that program participants are more heavily concentrated in the respondent group than among non-respondents. Many non-participants were tempted to not respond, as they felt they know little about the program. This raises the suspicion that the participant rate of 20 percent of respondents may be inflated. In fact, in the first year, about 6 percent of Minnetonka's teachers participated as either mentors or proteges. In addition to the 20 percent of respondents who identified themselves as participants, 5 percent were in program leadership roles. Fifty-four percent of respondents indicated that they did not know whether or not they were eligible to participate, a reasonable finding, as criteria for selection as a mentor were not widely disseminated in the program's pilot year. We did find that almost one-third of respondents were considering involvement at some future time, while 38 percent did not anticipate any involvement in the program. Ten percent of respondents became involved in the program at the district planning stage, which aligns with the high percentage of respondents who identified individual teachers as participants in planning the program. Most respondents (74 percent) consider the program to be strictly voluntary. Sixteen percent said it was mandatory for certain staff members (and, in fact, it is mandatory for new teachers).

The Mentor Teacher Program was designed to meet the needs of a small subset of Minnetonka's teachers. It would be expected that for that group there were positive impacts, while the majority experienced no impacts. An important point to observe is to what degree positive impacts were felt by higher proportions of respondents than would be expected if only participants felt impacts. When this occurs, the program may have had some positive spillover impact on non-participants.

In terms of job effectiveness, 22 percent of respondents reported a very positive impact, and another 15 percent reported slightly positive impact. With a total positive rating of 37 percent, and no negative ratings, we see an example of a positive spillover impact. There is a total positive rating by 52 percent of respondents for impact on interaction with colleagues, with 25 percent specifying "very positive" impact. Here we see an even stronger positive spillover to nonparticipants. Still another case is professional growth opportunities, with positive ratings by 38 percent of respondents. In all other impact items, the percent rating the impact as positive matches the percent of respondents who participated in the program within a few points. The number of negative impact ratings in all items was negligible.

The impact on salary levels was rated as slightly positive by 12 percent, with just one respondent calling it a very positive impact. However, 46 percent rated the impact of the Mentor Teacher Program on overall job satisfaction as positive, and 25 percent specified very positive. Significantly, 22 percent said it had a positive impact on their decision to remain in their present position. There were no negative impacts on overall job satisfaction or remaining in a position at Minnetonka.

The program should be expanded according to 56 percent of respondents, while 42 percent prefer that it be continued in its present form. Expectation levels approximately match recommendations: 49 percent expect program expansion, and 45 percent expect program maintenance. All respondents gave the program a success rating overall. Seventeen percent called it a complete success, 46 percent rated the program mostly successful, and the remaining 37 percent called it moderately successful. Of our 21 study sites, it is one of only two that were not rated as unsuccessful by a single respondent.

Key findings about respondents' experience with the Mentor Teacher Program at the Minnetonka Public Schools include:

- The district has a high proportion of veteran teachers, but also has collected teacher supply and demand information to help it prepare for future needs in term of inducting new personnel.
- This program is considered by most to be intended to improve the performance of teachers as its primary goal, but also has several secondary goals such as teacher recruitment, retention, and enhanced status for the teaching profession.
- There was no clear dominant force initiating the program. Depending on the vantage point, central office staff, outside researchers, the district superintendent, or individual teachers were most responsible.
- Central office staff, building principals, and individual teachers were most influential in the planning stage of the program. Outside researchers, the school board, and the district superintendent also were thought to play important roles.
- For implementation, individual teachers were considered most important, followed by central office staff and building principals. The outside researchers were seen as participants in the implementation of the program, but their involvement was not as great as it had been during the initiation and planning of the program.

- The most recognized source of needs-assessment data relative to the program was the administrative team input. Other data identified were a teacher committee, teacher survey, teacher association input, and a teacher supply and demand study.

- Participation was limited by design to a narrow group, and the report by respondents to this study of 20 percent participation is probably inflated due to selective non-response patterns.

- There were pronounced positive spillover impacts on job effectiveness, collegial interaction, professional growth, and overall job satisfaction.

- In other cases, the positive impact rates followed more or less participation rates, and virtually no negative impacts were reported.

- Almost all respondents recommended and expected the program to either be continued as is or expanded.

- All respondents rated the program as a success, with 17 percent calling it a complete success.

Winona Public Schools I.S.D. #861: School-Based Management

> Program changes are only going to work if people are willing to be flexible and accept change. Not everyone can do this comfortably.
>
> - elementary teacher

Winona sits in Minnesota's southeast corner along the banks of the Mississippi River. It has a population of about 25,000, and is 44 miles from Rochester, Minnesota, with a population of about 58,000. Winona's economy is based on river commerce, on manufacturing, including shoes and woolen goods, and a local trade center for the surrounding farms. Winona State University is located in the city, as well as the College of St. Teresa and St. Mary's College. Its location on the Mississippi near the Upper Mississippi Wildlife and Fish Refuge make Winona a point of departure for many sporting pursuits. The Winona Public Schools enroll about 4,450 students at eight elementary, one junior high, and one high school, with a staff of about 270 teachers and 21 administrative personnel.

The program under study at Winona was School-Based Management. The program was designed to move from an autocratic model of decision making to a participatory model, with staff at all levels working together to analyze problems and generate and evaluate alternatives leading to a consensus decision. This is not delegated decision making, where subordinates are given complete and final control over decisions. Administrators continue to play a vital role working with the teaching staff. The program was designed to move from completely centralized decision making to a distribution of decision-making authority to the appropriate levels.

At Winona, a School-Based Management Study Committee presented a report on policy to implement the program. The program established School Improvement Councils (SICs) for site-level decision making and stated qualifications for membership on the councils and council responsibilities. Specific roles to be played by the staff representatives to the councils, by other staff, by the building principals, and the district administrator were delineated. SIC responsibilities include annual budget planning and development for the building, developing building goals, advising the development of the master schedule, supplying curricula and other agenda items to the District Improvement Council (DIC), developing and implementing a home-school-community relations program, assisting in implementation of the district conference attendance policy, and taking part in training intended to develop the leadership skills of SIC members.

The District Improvement Council was established to deal with district-wide concerns and decisions. Membership of the DIC includes a SIC member from each unit, an administrator from each unit, and district administrative representatives. The District Improvement Council addresses agenda items submitted by the various SICs. In addition, they contribute to district-level budget development and staff allocation decisions, district-wide communications, and review of the school-based management program. Meetings are held quarterly, and additionally as needed. The chairperson is the superintendent or a designee. The district provided stipends to participants in the DIC and SICs as compensation for the time those activities required.

Funding for the program was $64,000 for both 1986-87 and 1987-88. However, a large decrease was expected for 1988-89 due to competing funding needs in other program areas. All of the program's budget had been used to pay staff salary, specifically, for stipends for participants in the councils. Thirty percent of the funds had been derived from local general revenues, while 70 percent came from state general school aid funds. The district provided administrative and support staff time as indirect program costs.

One-third of Winona's teachers and administrators were randomly selected and sent surveys. Surveys were returned by 86 individuals, a response rate of 77 percent. Ninety-two percent of the respondents belonged to their local teacher association.

Eighteen percent of the respondents had a master's degree with with up to 14 additional hours; 14 percent had from 15 to 29 hours beyond a master's degree, and 36 percent had 30 hours or more beyond a master's degree, including seven percent with doctorates. Only 5 percent had less than 15 hours beyond their B.A. degree.

Nine percent of respondents had been with the Winona Public Schools from three to five years, though there were no respondents in their first or second years with the district. Forty-three percent of the respondents had been with the district 20 or more years. Two-thirds of the respondents expected to be in the same position in five years and 8 percent expected to hold a different position in the Winona Public Schools. Sixteen percent anticipated retirement within five years. Only 7 percent expected to leave the district for employment in another school district or in a field other than education.

The primary purpose of the program was enhancement of teachers status as professionals, according to 55 percent of respondents, while 39 percent believed the program was intended to improve teacher performance. A few respondents thought the program's purpose was to bolster teacher recruitment. Secondary purposes cited include improved teacher performance (by 46 percent), enhanced professional status (by 38 percent), and teacher retention (24 percent).

Several inducements were considered motivators imbedded in the program. Improved conditions in the workplace was mentioned most often, cited by 84 percent of respondents. Seventy percent felt that enlargement of responsibility functioned as motivation, 63 percent cited increased effectiveness in teaching, and 61 percent included increased professional status as a motivator. Twenty-six percent felt that monetary benefits motivated participants.

The district superintendent was clearly identified as the person most responsible for initiating the School-Based Management Program, cited by 92 percent of respondents. Ninety-seven percent noted his involvement in the planning and development of the program, with 87 percent citing the superintendent as most influential in planning this program. Others who contributed to the planning and development stage were building principals (cited by 76 percent of respondents), individual teachers (cited by 65 percent), central office staff and local school board (each cited by 62 percent of respondents), and the local teacher association (cited by 33 percent). Twelve percent indicated that a parent group had been involved in planning the program, though no documentation of such a group was provided.

The district superintendent was also seen as the most important individual in the implementation of School-Based Management at Winona, according to 86 percent of the respondents. Building principals, individual teachers, the local school board, and central office staff were included as other key contributors to the implementation process.

Needs-assessment data related to this program was provided by an administrative team according to 84 percent of respondents. A teacher committee (cited by 61 percent) and a survey of teachers (cited by 57 percent) also provided needs-assessment information. Thirty-two percent reported that the local teacher association had input that served as needs assessment, and 16 percent indicated that a teacher supply and demand study had been conducted.

A majority of respondents had been involved with the School-Based Management Program, with 49 percent marking themselves as participants, and an other 26 percent serving in a leadership role. Thirteen percent indicated that they chose not to participate. One respondent was ineligible, and the remainder were not certain if they were eligible to participate. One-fourth of the respondents first became involved in this program during the district or building-level planning stage, while another one fourth became involved during early implementation. Six percent were considering involvement in the future, but 17 percent did not expect to become involved at any time.

To 42 percent of respondents, some aspects of School-Based Management were mandatory, while to 26 percent the program was completely voluntary, and to 21 percent participation was required. No doubt the response was affected by how broadly the respondents considered the scope of the program. To the extent that the SICs make decisions that affect all staff at that building, everyone is involved in the program, though an individual may choose not to play any part in selecting SIC members or providing input to SIC deliberations.

The program had a positive impact on job effectiveness for 45 percent of respondents, with 15 percent specifying very positive impact, while 8 percent felt there were negative impacts. Forty two percent experienced some positive impacts on control over their work, with 7 percent feeling negative impacts. Regarding use of time, 27 percent reported positive impacts, but 15 percent felt that the impacts were negative. For 61 percent there were positive impacts on interactions with colleagues, 26 percent specifying these as very positive impacts. Eight percent felt negative impacts on collegial interactions.

The program focused on decision making, and 71 percent of respondents expressed positive impacts on their ability to affect building-level decisions, with 9 percent feeling the impact had been negative. At the district level of decision making, 38 percent felt there had been positive impacts, but for 14 percent the program had a negative impact on ability to affect district-level decisions. A positive impact on professional growth opportunities was reported by 58 percent, with 20 percent specifying very positive impacts. For 33 percent there was a positive impact on status among peers, and 33 percent felt there was a slightly positive impact on salaries.

In terms of overall job satisfaction, 19 percent felt the program had a very positive impact, and 34 percent indicated there was a slight positive impact. Eight percent felt the impact was negative. Finally, 30 percent thought the program had a positive impact on their decision to remain in their position (19 percent specifying *very* positive), and five percent felt a negative impact on that decision.

The program should be continued as is, according to 46 percent of respondents, while 19 percent recommend that the program be expanded. Eighteen percent recommend that the program be continued but diminished, and 17 percent would prefer the School-Based Management program to be completely terminated. Forty-nine percent expect the program to continue as is, and 30 percent expect it to be continued. Only eight percent expect the program to be terminated. Most respondents (61 percent) rated the program overall as being moderately successful, and 17 percent considered it mostly successful. The program was mostly unsuccessful according to 21 percent, and one respondent called it "completely unsuccessful."

Key findings about respondents' experience with the School-Based Management Program at the Winona Public Schools include:

- The primary program goal perceived by most respondents was either to enhance the status of teachers as professionals or to improve teacher performance. Teacher retention was a secondary goal.
- The program utilized varied inducements: improvement of workplace conditions, enlargement of professional responsibilities, increased effectiveness in teaching, and increased status as professionals. Monetary reward were cited by just over one-fourth of respondents as a motivator imbedded in the program.
- The program was strongly identified with the district superintendent at the initiation, planning, and implementation stages.
- Building principals, individual teachers, central office staff, and the local school board contributed to the planning and implementation of the program, though their efforts were not recognized as consistently as were the superintendent's.
- An administrative team was most often recognized as the source of needs-assessment data. A teacher committee and teacher survey also contributed data according to over half the respondents, while a small number reported there was input from the local teacher association and that a teacher supply and demand study had been conducted.
- About half of respondents had participated in the program, and another one-fourth had been in program leadership roles.
- Seventeen percent did not expect to participate in the program at any time.
- There seemed to be a lack of clarity about whether the program is voluntary, mandatory, or partly mandatory. This may be indicative of some difficulty in establishing a sense of the program's "boundaries."

- Significant numbers of respondents reported positive impacts on job effectiveness, collegial interaction, control over work, professional growth, and input into building-level decisions.

- In only one area of impact -- input into building level decisions -- was the number of respondents who reported positive impacts as high as the number that had participated in the program.

- In most categories there were some negative impacts reported, usually by between 6-10 percent of respondents. There were always more positive than negative impacts.

- Fifty-three percent of respondents said the program had a positive impact on their job satisfaction, and 34 percent felt it had a positive impact on their decision to remain in their position.

- Almost two-thirds of respondents would like the program to continue or be expanded, and almost 80 percent expect that to happen.

- Over half the respondents rated the program a moderate success, while about 23 percent gave it an unsuccessful rating. It was mostly successful for 17 percent of respondents.

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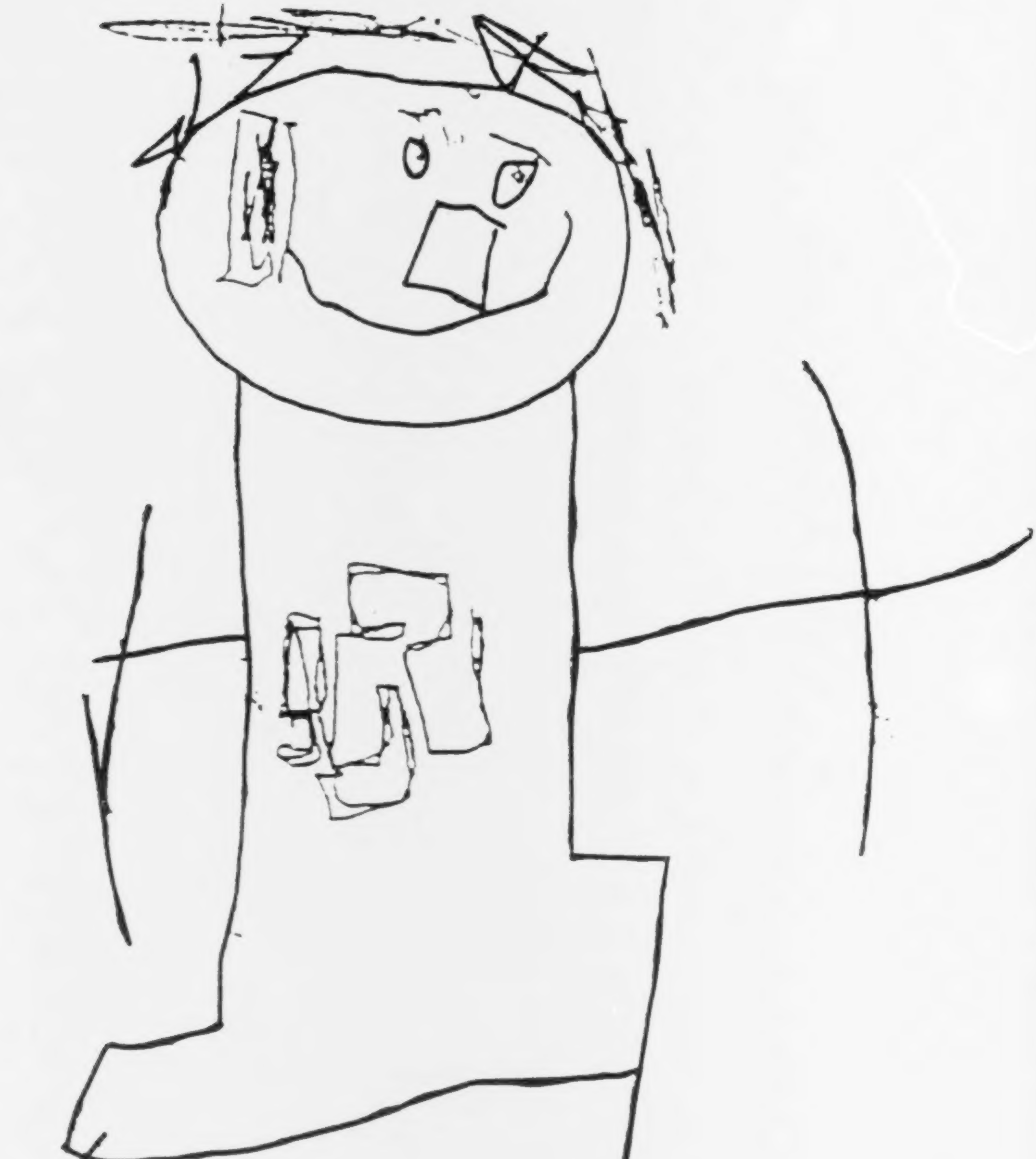

Huber Heights City Schools: Intervention

> It is good to know that there are channels that teachers and students can got to in times of need. Even though some do not take advantage of these programs does not mean they are not needed.
>
> - elementary teacher

Huber Heights is a community located on the northern rim of metropolitan Dayton between the Great Miami and Mad Rivers. Huber Heights has a population of about 45,000, within the Dayton area's population of over 900,000. While Huber Heights is a bedroom community for Dayton, it has its own well developed commercial and business centers. Nearby Wright-Patterson Air Force Base is also a factor in the life of the community. Institutions of Higher Education in the metropolitan area are Wright State University and the University of Dayton. Approximately 7,800 students attend Huber Heights City Schools in six elementary schools, one middle school, one junior high school and one high school building. About 420 teachers provide instruction to these students.

The program under study in Huber Heights is called Intervention. The Intervention Program began in the 1985-86 school year as an effort to provide teachers a referral source for problem students, thus reducing teacher stress and burnout and enhancing teacher retention, while providing appropriate services for students. To staff the Intervention Program the district hired four additional counselor/psychologists with dual certifications.

Aside from an Employee Assistance Program, the Intervention activities serve students rather than teachers. A logical question, then, is "Why is this program included in a study of teacher incentives?" The answer is this: It seemed reasonable that the program furnished support to teachers by giving them a place to refer troubled students for assistance. For most teachers, the abundance of physical and personal problems students face, and the effects these have on their learning, frequently become burdens which the teachers take on themselves. The sense of frustration and inadequacy to deal with these often dire problems is a major contributor to teacher burnout. By providing teachers with resources, the district hoped to improve students' learning and also to increase teacher retention rates and staff morale. The evaluation reports provided by the district indicate that the program was very successful in serving students. Our focus is on its effect, if any, as a teacher incentive.

A study of district truancy problems was the basis for making chemical abuse the first target of the Intervention Program. A five-day training workshop was held for psychologists, counselors, teachers of high-risk groups, and building administrators.

Inservice meetings held at each building enable workshop participants to share the workshop content with the rest of the staff. Core teams in each building, consisting of a psychologist, administrator, teacher and referring teacher, used problem-solving strategies to deal with individual student's needs. District policy concerning chemical abuse problems was modified from a strictly punitive model to one that facilitates treatment.

Other aspects of Intervention aimed at chemical abuse include "Just Say No" clubs, support groups for elementary children of alcoholics, Students Against Drunk Driving groups, weekly behavior groups aimed at decreasing inappropriate behavior at the junior high level, and Alateen groups at the high school and junior high. A room in each building was set aside for students to meet with police officers in order to break down barriers between adolescents and the police. In addition to the core team, a voluntary "Choices" team was formed at the high school to provide education and support for students concerned about alcohol and drug abuse. A weekly meeting of Alcoholics Anonymous is held at the school, led by a community member. A program was established to use area athletes as role models to discourage the use of drugs and alcohol, and a chemical-free After Prom Party was attended by over two hundred students. Outside agencies have agreed to do free student assessments for chemical abuse problems, with parents permission.

After the success of the Chemical Abuse Intervention Program, ways to deal with other issues affecting students and their learning were explored. These have included establishment of support groups for children adjusting to a divorce; a program developed by Planned Parenthood, using a federal grant, dealing with sexual abuse; a Suicide Awareness Program to help students and staff recognize warning signals of suicidal behavior and provide support for students showing signs of depression or struggling with grief and loss; a Bulimia/Anorexia Support Group; a socialization support group; self-esteem support groups; and listening and study skills groups.

In addition, the district contracted with a local hospital to provide an Employee Assistance Program. Employees and their family members are encouraged to seek help before personal problems become severe. Such assistance will retain valued employees and maintain employee productivity and health while providing confidential voluntary assistance from experts outside the district. The total cost of this service to the district is $400.

In 1986-87 the program was funded at a $80,000. This was increased by 5 percent to $84,000 in 1987-88. A slight decrease was anticipated for 1988-89. The program funds were used for salaries for the counselor/psychologists hired. Thirty percent of the funds came from a state pilot program grant; the remaining 70 percent came from local general revenues. The district bears the indirect cost of program administration.

One-third of the teachers and administrators in Huber Heights were randomly sampled, totaling 137 surveys sent and 103 surveys returned, for a 75 percent response rate. Eighty-three percent indicated that they belong to the local teacher organization.

Two-thirds of the respondents had at least a master's degree, and 34 percent had at least 30 hours beyond the master's. Twelve percent had fewer than 15 hours beyond a B.A. Sixteen percent of respondents had been with the Huber Heights schools for five or less years, while 19 percent had been there 20 or more years. Ten percent had five or fewer years of teaching experience. Sixty percent of the respondents expect to still be in the same position in five years, and 14 percent expect to have retired by then. Eleven percent think they will have a different position in the Huber Heights Public Schools, and 8 percent anticipate being in a position in another district. Only 5 percent plan to leave the field of education.

Improvement of teacher performance was thought to be the primary purpose of the program by 81 percent of the respondents; 13 percent considered teacher retention the primary purpose. Retention was a secondary purpose according to 47 percent, and enhanced professional status for teachers was cited as a secondary purpose by about one-third of the respondents. The two inducements most often identified were increased teacher efficacy, cited by 81 percent of respondents, and improved conditions of the workplace, marked by 70 percent.

No one person or group was identified as the initiator of the program. Central office staff were named by 34 percent of respondents, more than anyone else, while local school board, superintendent, and state education agency were each believed to be the program initiators by about 16 percent of the respondents. The central office staff stands out more as a force in planning the program, named by 80 percent of respondents. However, only about one-third named the central office staff as the most influential party in planning the program. Individual teachers, the district superintendent, and building principals each were named by over 50 percent, while the local school board was cited as a contributor to planning the Intervention program by 45 percent of the respondents.

About half the respondents believed that the central office staff were most or second most important in implementing the program; for 32 percent, individual teachers were among the most important implementors, and 29 percent selected the building principals as key implementors. The district superintendent was cited as having a secondary role in implementing the intervention program.

Sources of needs-assessment information were the administrative team (cited by 79 percent of respondents), a teacher survey that 54 percent of respondents were aware of, and 43 percent thought a teacher committee had conducted some form of needs assessment.

Thirty-six percent of respondents had been participants in some phase of the program, and another 10 percent had served in leadership roles. Twenty-nine percent of the respondents had chosen not to participate, and 21 percent didn't know if they were eligible. Twenty percent of the respondents are considering some involvement in the program in the future, while 32 percent do not expect to participate at any time. The program is perceived as strictly voluntary by 73 percent of all respondents. It appeared that many respondents had incomplete information about the program, in terms of eligibility and the nature of "participation". A teacher referring a student to the program may be considered a "participant", and clearly there is potential for any teacher to participate at least at that level.

For most of the impact items on the survey, the majority of respondents reported no impact. In most cases, positive impacts were reported by between 30 and 45 percent. Relationships with students received the most positive impacts, noted by 60 percent of respondents (with 25 percent specifying very positive impacts). This, would be a logical result of the program's focus on service to students. Fifty-five percent reported positive impacts on job effectiveness, and 51 percent felt there was a positive impact on professional growth. These are both in excess of the rate of participation, indicating there may have been some positive spillover. There was a very low rate of negative impact reported representing only a few respondents, and for many items there was no negative impact at all.

Almost all respondents (94 percent) felt there was no impact in terms of salary. For 49 percent there was a positive impact on overall job satisfaction, with 18 percent specifying "very positive" impact. Thirty percent felt the program had a positive impact on their decision to remain in their present position.

The program should be continued as is, according to 57 percent of the respondents, and 37 percent think it should be expanded. Over half the respondents expect Intervention to be continued and about one-fourth expect it to be expanded, but 18 percent expect it to be diminished or terminated. Over half the respondents called the program a moderate success, and 30 percent called it mostly or completely successful. To 14 percent, the program was mostly or completely unsuccessful.

Key findings about respondents' experience with the Intervention Program at Huber Heights include:

- The program was established to assist teachers by providing assistance and referral sources in working with students whose learning is impaired by personal, social, or physical problems.
- While the services go directly to student, providing such support may be considered an incentive for teachers.
- Improvement of teacher performance was the perceived purpose of the program according to the majority of respondents, while a small group felt that teacher retention was the purpose. Some respondents felt that enhancement of the status of teachers as professionals was a secondary purpose.
- Increased teacher efficacy and improved workplace conditions were the inducements most respondents identified with the program.
- Central office staff, local school board, district superintendent, and the state education agency all were considered initiators of the program.
- The central office staff was most often cited as contributor to the planning and the implementation of the program.
- Individual teachers, building principals, and the superintendent were also involved in planning and implementing the Intervention program.
- An administrative team, teacher survey, and teacher committee were most often identified as sources of needs-assessment data related to the program.
- Over one-third of respondents considered themselves participants, and another 10 percent had taken leadership roles in the program.
- Twenty percent are considering some involvement in the future, but about 30 percent do no anticipate any involvement.
- There was particularly strong positive impact in the area of relationships with students, as well as positive impacts beyond the participant group in job effectiveness and professional growth.
- There were moderate positive impacts and very few negative impacts in other areas, except on salary, for which most respondents felt no impact.

- About half the respondents experienced a positive impact on job satisfaction, and about 30 percent felt the program had a positive impact on their decision to stay in their present job.
- Over half the respondents felt the program was moderately successful, while 30 percent felt it was mostly or completely successful.

North Olmsted City Schools: Motivation to Excel

> I am proud to be in a school system that cares enough to create this program. Staff, students, parents, and the community have benefited from this program.
>
> - elementary teacher

North Olmsted is in the greater Cleveland area. It is a western suburb of Cleveland and has a population of about 36,500. North Olmsted is a pleasant, tree-lined community, home to many professional white-collar and blue-collar workers. Many workers make the half-hour commute to downtown Cleveland, since North Olmsted is largely a bedroom community. The Great Northern Shopping Mall in North Olmsted is a major regional shopping center serving the western suburbs. Cleveland State University, Toledo University, The Ohio State University, and Bowling Green University, and Kent State University are the most frequently tapped institutions of higher education. The North Olmsted School District includes five K-5 elementary schools, one 6-8 Middle School, and one 9-12 High School. The district has about 4,700 students and employs 248 teachers and 25 administrators.

The program under study at North Olmsted is called "Motivation to Excel." It was started in 1985-86 as a response to sagging staff morale and community confidence in the schools following an enrollment decline that in turn contributed to persistent reduction in force, 13 consecutive levy defeats, and a teacher strike. The district administrative team decided that action was necessary to stem the tide, and the Motivation to Excel program was the result. The program endeavored to develop motivation for students and staff to excel, and to promote self-worth, self-confidence, and success for district staff, students, and parents.

One of the first steps taken was to administer a needs-assessment instrument called "The Organization Perception Questionnaire" (OPQ), to identify specific areas within the organization to work on. The OPQ revealed that the North Olmsted Schools were in need of change in all ten components of organizational quality.[10] The OPQ data was also used as a baseline so that repeated administrations of the instrument after one, three, and five years could provide evaluation information. Results of the OPQ administration after one year showed that progress was made in all ten of the components, and five of the components no longer indicated a need for change. The May 1988 OPQ administration showed that after three years all but two of the components were at the satisfactory level, and all ten categories had continued to show improvement.

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[10] The ten components of the Organization Perception Questionnaire are Product/Service Usefulness, Service to Society, Self-Actualization, Involvement in Decision Making, Individual Flexibility to Change, Adaptability, Sense of Identity, Interpretation of Environment, Desire for Feedback, and Use of Feedback. The OPQ was developed by Ernest M. Schuttenberg, Cleveland State University.

The program has four major components: 1) Staff development, support, and recognition; 2) Developing parent awareness and support; 3) Building community and business support for recognition and creating challenges for teachers and students; and 4) Establishing a teacher mini-grant program to provide teachers with opportunities to follow their own initiative in developing approaches to bolstering student motivation and achievement. The maximum award is $300 to any one individual and $500 to a group project. The district awarded 61 mini-grants in the first two years. The staff development program stressed ways to deliver positive messages to students to motivate them to strive for excellence, as well as improvement of instructional strategies. A grant from the Martha Holden Jennings Foundation supported the teacher development phase of the program.

Motivation to Excel Leadership Teams were established in each of the district buildings. In addition, at the K-7 levels, Cooperative Teaching Teams made up of 2-5 teachers at a grade level met at least twice weekly in order to plan and problem-solve collaboratively. At the 8-12 grade levels, Department Teams had a similar mission. Finally, K-12 Curriculum Development Teams focused on sharing research data, needs assessments, problem solving, and professional development related to each of the curriculum areas.

The North Olmsted Board of Education's Award of Distinction are presented monthly to district staff members and community members for outstanding service to the district and its students, or outstanding service to the community that brings credit to the district. Any staff or community member may nominate individuals for the awards, and nominations are reviewed by a joint administrator/parent committee.

The program was funded at $42,000 in 1986-87, and reduced 9.5 percent to $38,000 in 1987-88. A moderate increase was expected for 1988-89. Increased enrollment in the district (attributed in part to the success of the project) led to some budget tightening, pending passage of a tax levy increase. In 1987-88 the majority of funds were used for staff stipends, workshops and conferences. $10,000 was used in support of the Greater

Cleveland Educational Development Center, which sponsored training workshops, and $5,000 was used for teacher mini-grants. A small amount was set aside for materials. Five percent of the funding came from the Jennings Foundation grant, and the remainder from state and local general revenues. Indirect costs to the district are some administrative and support staff time and facility use. There is not a separate Motivation to Excel budget line; rather, costs are divided among several different accounts.

One third of the teachers and administrators in North Olmsted were randomly selected and sent surveys. Surveys were returned by 75 persons, for a response rate of 82 percent. Eighty-five percent were members of the local teacher association. Eight percent of the respondents had been in the North Olmsted district for five years or less, and 8 percent have five or less years of teaching experience. Over one-fourth of the respondents have been in the district for 20 years or more.

Over half of the respondents had earned a master's degree, and 31 percent had 30 or more hours beyond the master's level. Nine percent had fewer than 15 hours beyond the B.A. degree. Looking ahead five years, 65 percent expect to be in the same position at North Olmsted, and 14 percent expect to remain in the district but hold a different position. Fifteen percent anticipate retirement within five years. Only 6 percent expect to be seeking employment outside of the district.

For 61 percent of respondents the purpose of the Motivation to Excel program was improvement of teacher performance, while 37 percent felt that enhancing the status of teachers as professionals was the purpose. The inducements offered by the program were increased teacher efficacy (according to 81 percent of respondents), awards and recognition (cited by 76 percent), improved workplace conditions (reported by 63 percent), and increased professional status for teachers (cited by 60 percent of respondents). About one-fourth also indicated that enlargement of teachers' professional responsibilities was a motivator in the program.

Central office staff was given credit for initiating the Motivation to Excel program by 89 percent of the respondents. Ninety-three percent also cited the central office staff as a party to the planning and development of the program, while 81 percent reported that principals were involved in planning, 68 percent indicated that individual teachers had played a planning role, and 61 percent included the superintendent as a party to planning the program. Forty-four percent mentioned the local school board as a planning agent. Central office staff were ranked as most influential in the planning process by 84 percent of the respondents.

The central office staff also was most important to the implementation process, according to 71 percent, with building principals and individual teachers following in importance as program implementors. The district superintendent was named as having an important secondary implementation role.

The administrative team was a source of needs-assessment data relative to the program according to 79 percent of respondents, and 69 percent mentioned teacher survey as an important source of needs assessment. A teacher committee also provided needs assessment data according to 43 percent, and 21 percent felt the local teacher association had input that provided needs assessment.

Seventy-two percent of respondents had been participants in the program and another 13 percent had served in leadership roles. Eleven percent were not sure if they were eligible to participate. The biggest surge of involvement came early in implementation, when 37 percent first became involved. Fourteen percent of the respondents first became involved when the program was being planned at the district level, and 8 percent first became involved in planning at their building level. Twelve percent are considering involvement in the future, with only 4 percent not anticipating any involvement at any time. Eleven percent of respondents thought participation in the program was mandatory, 39 percent believed participation was voluntary, and 44 percent indicated that some aspects of the program are mandatory.

The program has had a positive impact on job effectiveness according to 74 percent of respondents, 22 percent specifying very positive impact. There were no reports of negative impact. Over 60 percent of respondents felt a positive impact on interactions with students as well as with colleagues, and 55 percent reported positive impacts on control over work and status among peers. Significantly, 79 percent felt a positive impact from the program on professional growth opportunities, with 26 percent specifying very positive impact. Almost half of the respondents felt the program increased their input into building-level decisions, while one-fourth felt that their input into district-level decisions were increased. Seven percent said it had negative impacts on input into district decisions. In most other cases, less than 5 percent reported any negative impacts, but 9 percent did indicate the program had negative impacts on their use of time.

For eleven percent of respondents the program had a positive impact on salaries, and there were no negative impacts on salaries. The impact on overall job satisfaction was positive for 73 percent of respondents, with 22 percent indicating very positive impact. Forty-nine percent felt the program had a positive impact on their decision to stay in their present position, with 25 percent specifying very positive impact on that decision. Five percent felt the program's affect on their decision to remain at North Olmsted was negative.

The program should be expanded according to 54 percent of the respondents, and 39 percent recommended maintaining the program in its present form. The remaining 7 percent recommended diminishing or terminating the program. Over 80 percent expected the program to continue or to grow. For 63 percent Motivation to Excel was completely or mostly successful, and for 32 percent it was a moderate success. Only 5 percent called it unsuccessful.

Key findings about respondents' experience with the Motivation to Excel program at North Olmsted include:

- The program was initiated due to a noticeable decline in staff morale, student achievement, and community support for the district.
- Most respondents identified the primary goals of the program to be either improving teacher performance or enhancing the professional status of teachers.
- Several inducements were viewed as motivating forces in this program. Most often cited was increased teacher efficacy, followed closely by awards and recognition, improved conditions in the workplace, and enhanced professional status for teachers.
- The central office staff was most often identified with the initiation, planning, and implementation of the program.
- Building principals, individual teachers, and the superintendent also contributed to planning "Motivation to Excel" according to the majority of respondents. The local school board was viewed by a smaller number as having played a part.
- Building principals and individual teachers were viewed as being next in importance to the central office staff in implementing the program.
- Administrative team input and a teacher survey were the two most recognized forms of needs assessment data. The teacher survey used was the Organizational Perception Questionnaire.
- About 85 percent of respondents have either been leaders or participants in the program.
- Only 4 percent do not expect to get involved in the program at some point.

- The most pervasive positive impacts were in the areas of professional growth, job effectiveness, collegial interactions, and relationships with students.
- About half the respondents felt the program increased their access to decision making at the building level. However, only about one-fourth felt their input into decisions at the district level had increased because of the program, and 7 percent actually felt the program had a negative impact on their input into district-level decisions.
- The use of time was negatively impacted for 9 percent of respondents.
- Almost three-fourths felt the program had a positive impact on their job satisfaction and almost half felt it had a positive impact on their decision to remain in their present position.
- Almost 90 percent of respondents recommend that the program be expanded or continued, and 80 percent expect that to happen. An expanded program is preferred by over half the respondents.
- Almost all respondents rated the program as successful, with 63 percent rating it as completely or mostly successful.

Rittman Exempted Village Schools: Superior Instruction Awards Program

> I favor reinstatement of the program. I think it is good as long as it is strictly voluntary and not pressure put on teachers to participate.
>
> - elementary teacher

Rittman, Ohio, has a population of about 6,000 and lies about 16 miles southeast of Akron. Rittman is along the Chippewa River in Wayne County. There are several industries located in Rittman, including a Morton Salt plant, and many residents find employment in nearby Akron and Massillon. The surrounding countryside supports agriculture. Area education facilities include the University of Akron and, a bit further afield, Kent State University. The Rittman Exempted Village School District is composed of two elementary schools, one middle school, and one high school, staffed by 85 teachers and seven administrators. There are about 1,350 students enrolled.

The program under study is called the Superior Instruction Award Program. It was established in 1983 to provide teachers with additional monetary rewards along with recognition for excellence. Prior to the plan, increments were based solely on professional growth activities, such as classes, travel related to areas of instruction, curriculum writing, and publication of articles. Under the Superior Instruction Award, teachers accrued 15 points to qualify for a Professional Growth salary increment, and could earn up to eight of the points based on their two most recent consecutive evaluations. A point schedule was established to determine the number of points staff could earn for various professional growth activities to complete their 15 points. An activity could not count toward a Professional Growth Increment if it was part of routine job expectations, was otherwise rewarded in the form of a stipend, or was used to advance on the salary schedule (e.g., to move from the B.A + 20 lane to the M.A. lane).

Evaluations for returning teachers were conducted twice each year, and new teachers received four evaluations. Teachers had one week following an evaluation to request that the principal assign it point values toward the salary increment. The principal then prepared a recommendation for points to be awarded based on this and the previous evaluation and discussed it with the teacher. At that point the teacher could withdraw the request, or ask the principal to send it to the superintendent for approval, disapproval, or modification. Upon recommendation of the superintendent, the school board then gave final approval to the award. The award was a permanent increase in salary computed on the basis of 3.4 percent of the salary base. Teachers could apply for an increment every year if half the points were earned on the basis of performance evaluations. Otherwise, teachers could only apply for Professional Growth Increments every five years. Providing program oversight was the Review Committee, composed of a school board member, the district superintendent, one of the four district principals, and four teachers (one elected from each building). The plan had the support of the local teacher association president, but was not brought before the whole association for an endorsement.

In 1986-87 the program cost the district $3,618, and this increased slightly to $3,832 in 1987-88. A slight increase was expected for 1988-89. All funds were used for salary increases. After 1986-87 budget constraints forced the school board to freeze the program. Staff who had earned their Professional Growth increments based on Superior Instruction points in that year kept them, but no new awards were issued during 1987-88. The initial hope was to resume the program after a temporary hiatus, but by 1988-89 it appeared that the program would not be resumed. This is a special case among our study sites, in that a program that seemed to get off the ground well had its life cut short.

To assure the minimum sample size of 40 teachers, one-half of Rittman's teachers and administrators were randomly selected, and all 44 surveys were returned, for a 100 percent response. Seventy-eight percent belonged to the local teacher association. Thirty-one percent had their master's degree with up to 14 additional hours, and 31 percent had 15 or more hours beyond the master's level. Six percent had less than 15 hours beyond a B.A. degree.

Twenty-three percent of the sample group had been at Rittman five years or less, and 21 percent had been with the district 20 years or more. Only ten percent had five or fewer years of teaching experience. Forty-one percent of respondents indicated that they expect to be in the same position in five years, and 16 percent expect to be in another position at Rittman. Another 28 percent expect to be working in another school district, and 13 percent expect to have retired within five years. Among the 21 study sites, this is a low retention rate.

The primary purpose of the Superior Instruction Award was to motivate improved teacher performance, according to 79 percent of the respondents. Twelve percent felt that enhancement of the teaching profession was the program's primary purpose. Enhancement of the profession was most often cited as a secondary purpose, with 29 percent including teacher retention and 19 percent ranking teacher recruitment among the secondary purposes of the program.

Monetary reward was the leading incentive force imbedded in the program, cited by 95 percent of respondents. Other motivators identified by respondents were increased teacher efficacy, cited by 72 percent; awards and recognition, cited by 51 percent; and enhanced teacher status, cited by 40 percent.

All respondents selected the superintendent of schools as the initiator of the program, and all included him as a contributor to the planning and development of the program (with 90 percent ranking him as most influential in planning the program). Also involved in program planning and development were individual teachers (according to 74 percent of the respondents), the local school board (included by 65 percent), principals (cited by 58 percent), and central office staff (identified by 48 percent). Only 16 percent felt the local teacher association had played a role in developing the program.

Ninety percent of respondents felt the district superintendent was most important in the implementation of the program. Principals and the local school board were most often cited as second in importance as program implementor. Central office staff and individual teachers were reported as third most important in implementation of the Superior Instruction Award. The most often recognized forms of needs assessment conducted relative to the program were administrative team input (cited by 78 percent) and a teacher committee (identified by 74 percent). Thirty-three percent indicated that a teacher survey had been conducted.

Thirteen percent of respondents said they had been in a leadership role in the program, and 49 percent had been participants. Twenty percent had chosen not to participate, while 16 percent were ineligible. Most participants became involved early in implementation. Twelve percent were considering involvement in the future,[11] and 19 percent did not expect to be involved at any time. All but one respondent correctly identified the program as being completely voluntary. Only seven teachers were actually awarded a salary increment in the first operational year before the district found it necessary to freeze the program, but a far greater number than that consider themselves to have been participants in the program. It may be that some respondents considered seeking points to qualify for the salary increment a form of participation, even if they did not receive an increment.

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[11] We assume that those considering future involvement were speculating that the program would be re-instituted.

The program was rated as having a positive impact on job effectiveness by 56 percent of respondents, and was not rated as having a negative impact by any. In most impact areas, between 25 and 35 percent felt the program had positive impacts, while between five and ten percent reported negative impacts. However, in terms of professional growth opportunities, 75 percent rated the program as having positive impact, 31 percent specifying very positive impact, and not one reported a negative impact. Fifty-five percent felt there had been a positive impact on salaries, though most of these (47 percent) specified slightly positive impact, and 9 percent indicated negative impact on salaries.

One problem performance-based salary plans often encounter is damage to collegial relations, as teachers feel they are competing for bonuses. At Rittman, 25 percent of respondents felt the impact on status among peers had been positive, but 13 percent felt there had been a negative impact. Thirty-one percent felt the impact on interactions with colleagues had been positive, and 9 percent rated that impact as negative. It appears that while this problem may have existed to a degree, the program created more good will than ill among colleagues.

Concerning overall job satisfaction, 41 percent felt the program had a slight positive impact. Six percent thought there was a very positive impact while another 6 percent thought it had a slightly negative impact. The remainder did not feel any impact. Twenty-five percent reported that the program had a positive impact on their decision to remain in their position, and only one respondent reported a negative impact on that decision. This last point seems noteworthy in view of the high rate of attrition projected by respondents.

Almost half (49 percent) of the respondents recommended that the program be expanded, and 31 percent recommended it be continued in its present (before freeze) form. Very few actually expected an expansion, but 41 percent did expect the program to be continued. Thirteen percent expected the program to be diminished, and 39 percent thought the program would be completely terminated. For over half the respondents (56 percent) the program had been moderately successful, and 26 percent called it mostly successful. Five percent felt the program had been a complete success. Fourteen percent called it mostly unsuccessful.

Key findings about respondents' experience with the Superior Performance Award at Rittman include:

- The district staff is well educated, with over 60 percent holding a master's degree or higher.
- There is a fairly high rate of attrition based on reports that 28 percent of the respondents expect to be working in another district in five years, while another 16 percent expect to have retired in that same time.
- Most respondents considered the purpose of the program to be improvement of teachers' performance, with enhancement of status of teachers as professionals as the secondary purpose. A minority of respondents identified teacher recruitment and teacher retention as secondary purposes.
- Monetary rewards and increased teacher efficacy were reported most often as the incentive forces imbedded in the program. Cited less frequently were awards and recognition, and enhanced teacher status.
- The district superintendent was unanimously singled out as the initiator of the program, and was considered the most important force in the planning and implementation of the program.
- Also involved in planning the program were building principals, the local school board, and individual teachers. Less than one-fourth of respondents felt the local teacher association had participated in program planning.
- After the superintendent, others identified as program implementors, in ascribed order of importance, were building principals, the local school board, central office staff, and individual teachers.
- Administrative team input was most frequently cited as a source of needs-assessment data, with many respondents also reporting that a teacher committee nad provided some data on needs. About one-third included a teacher survey as a source of needs assessment data.
- Almost half of respondents had participated in this program, and 13 percent served in leadership roles.
- Twenty percent of respondents had chosen not to participate in the program.
- The program had positive impacts in most areas for 25 to 35 percent of respondents, and negative impacts for less than 10 percent. In many cases the majority reported "no impact".
- The most pronounced positive impacts attributed to the program were on professional growth opportunities and job effectiveness.
- About half the respondents felt the program had a slight positive impact on salaries. Nine percent felt the impact on salaries had been negative.
- The impact on collegial interactions and status among peers was ranked about the same as most other areas, indicating that difficulty had not been caused by competition for merit salary increases.

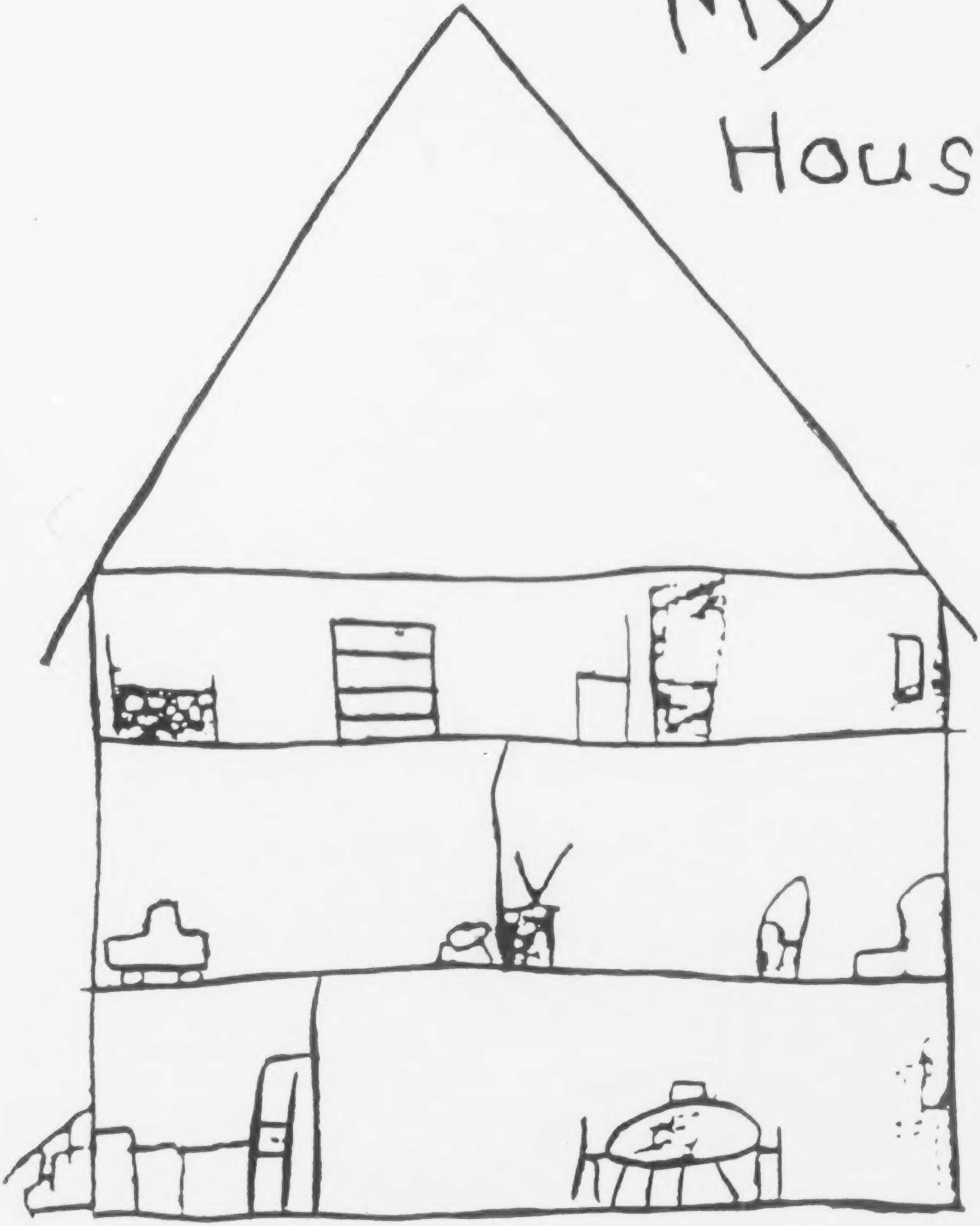
- Almost half the respondents felt the program had a positive impact on their overall job satisfaction, and 6 percent reported a negative impact on job satisfaction.

- For 25 percent the program had a positive impact on their decision to remain in their positions.

- Almost half of the respondents recommended expanding the program, and another 30 percent recommended maintaining it at its pre-freeze level. However, few expected expansion and only 40 percent expected continuation. About 40 percent recognized the likelihood of complete termination.

- Eight-two percent rated the program as having some degree of success, with 31 percent selecting "completely" or "mostly" successful.

My House



Green Bay Area Public School District: Educational Improvement Program (EDIMPRO)

> I really like this type of program because it gives staff a lot of opportunities to enrich their own lives which in turn enhances their service to the school district. It should never be made mandatory or it will lose its appeal.
>
> - student services provider

Green Bay is a city of about 87,500 situated at the foot of Green Bay, off of Lake Michigan in eastern Wisconsin. Green Bay is a port city and a regional manufacturing center, especially noted for the production of paper products. Green Bay is of course also noted as the home of the Green Bay Packers. The nearby Door County peninsula and the Nicolet National Forest provide bountiful recreational opportunities. Educational facilities in the area include the University of Wisconsin at Green Bay, St. Norbert College in outlying De Pere, the Northeast Wisconsin Technical College, and Lawrence University in Appleton, thirty miles away. The Green Bay Area Public School District includes 42 instructional sites with a staff of 1,127 teachers and 60 administrators. There are about 17,000 students enrolled in the district.

The program under study at Green Bay is called EDIMPRO, an acronym for Educational Improvement Program. EDIMPRO is designed to provide ongoing professional development for all teachers, linked to a contractual requirement that teachers earn 22.5 inservice hours each year. This is based on the traditional three days (at 7.5 hours per day) inservice requirement. If teachers do not meet this commitment, their salary is reduced by one hour's pay for each hour not fulfilled. The 21.5 hour requirement is prorated for part time employees. The hours can be earned on convention days, personal leave days, or outside the regular work schedule. The activity must relate to the teacher's specific teaching area or to a district need, and must be approved by EDIMPRO.

Credit may be earned through attendance at the annual teachers' convention, involvement in curriculum writing, additional study not applied to salary advancement, independent study, or EDIMPRO sponsored programs. Staff may propose other activities and submit justification to the EDIMPRO Board and Instructional Council.

Through EDIMPRO and the EDIMPRO Teacher Center, the district offers teachers diverse opportunities to engage in staff development suited to their individual needs and interests in either the teaching or the learning role. Staff members may propose courses they would like to teach and if accepted, the course is listed in the EDIMPRO Bulletin, issued five times per year. Staff members who serve as consultants, curriculum writers, or program planners have the option of receiving pay, inservice credits, or some combination of the two.

The EDIMPRO Teacher Center coordinates all EDIMPRO programs. Approximately 165 training session each year span a diverse range of topics. The trainers are teachers and administrators from Green Bay or neighboring districts, university personnel, or other consultants. A written needs assessment is conducted each spring to determine what programs and training sessions would be most useful in the coming year. The program is facilitated by the EDIMPRO Specialist, who is a member of the teachers' bargaining unit. Oversight is provided by an EDIMPRO Policy Board, made up of five teachers and four administrators. The teacher members are appointed by the Green Bay Education Association president. The Policy Board meets monthly.

In addition to the training programs, the EDIMPRO Teacher Center houses an instructional resource center and coordinates the district's staff wellness program.

EDIMPRO was funded at $98,094 in 1986-87. This was decreased slightly to $97,414 for 1987-88, and a slight increase was expected for 1988-89. About two-thirds of the budget is used to support staff salaries, including the EDIMPRO Specialist, and another large share supports staff fringe benefits. Consultant and training costs were $12,500, and a small fund was provided for materials. There are no indirect costs to the district, and the total program is a separate line item in the district budget.

A sample of 130 teachers was randomly selected, representing 11.5 percent of the faculty. With administrators also selected, 136 surveys were mailed, and 118 surveys were returned, for a response rate of 87 percent. Ninety-three percent were members of the local teacher association.

Twenty-eight percent of the respondents had fewer than 15 hours beyond a B.A. degree, and 20 percent had between 15 and 29 hours past the B.A. Another 28 percent had a master's degree with up to 14 additional hours, and 20 percent had 15 or more hours beyond the master's level. Staff with five or less years at Green Bay made up 27 percent of the respondents and 29 percent of respondents had been in the district 20 years or more. Thirteen percent had five or less years of teaching experience. Sixty-five percent expect to be in the same position in five years, while 16 percent expect to still be with the Green Bay Schools, but in a different position, and 11 percent expect to have retired within five years.

EDIMPRO is primarily considered a program to motivate improved teacher performance, as cited by 91 percent of the respondents. Enhancement of the status of teachers as professionals is seen as a secondary purpose by 76 percent of the respondents, while 20 percent considered teacher retention a secondary purpose. Increased teacher efficacy is clearly the most common inducement for those engaged in the program, cited by 98 percent of respondents. Fifty-one percent also considered increased professional status as a motive and 42 percent cited improved conditions in the workplace as an incentive motive. Though participation can prevent salary reductions, only 15 percent felt that monetary benefits were a motive for participants.

The local teacher association was most often reported to be most responsible for initiating the program, by 43 percent of respondents. The district superintendent was considered most responsible by 19 percent and 13 percent felt other central office personnel had initiated the program.

Several parties were identified by large numbers of respondents as contributors to the planning and development of EDIMPRO. Individual teachers were cited by 94 percent of the respondents. Central office personnel were included by 84 percent, the local teacher association by 75 percent, the district superintendent by 64 percent, and 62 percent pointed to the local school board as contributors to planning and development of the program.

The local teacher association was considered most influential in the planning stage of the program by 37 percent of respondents. Twenty-nine percent felt the central office staff had been most influential, and 22 percent considered individual teachers to have been most influential in planning the EDIMPRO program.

Credit for implementing the program was divided three ways, with 71 percent ranking individual teachers, 64 percent naming central office staff, and 51 percent including the local teacher association as one of the three most important parties to the implementation of the program.

A teacher survey, as described above, was almost always recognized as a source of needs-assessment data, cited by 97 percent of the respondents. There were several other forms of needs assessment identified, with 76 percent of respondents indicating input from the local teacher association, 66 percent mentioning a teacher committee, and 58 percent including administrative team input. Twenty-five percent indicated that a teacher supply and demand study served as a source of needs-assessment data.

Ninety-two percent of respondents have been participants in EDIMPRO, and 3 percent served in leadership roles. Three percent have chosen not to participate. Over half the respondents first became involved with the program after it had been well established, while 36 percent first became involved during implementation. Six percent became involved during the program planning process. The program was thought to be mandatory by 31 percent of participants, while 48 percent called it a strictly voluntary program, and 16 percent indicated that some aspects of EDIMPRO are mandatory. The distinction may lie in whether or not salary reduction is a viable option to the respondent. If it is not, the program is, in effect, mandatory.

With such high participation rates, we would expect large numbers of respondents to report some impacts, and this is the case. Almost all reported impacts are positive. Ninety percent felt the program had positive impacts on job effectiveness, with 34 percent specifying *very* positive impacts; 75 percent said there were positive impacts on interaction with colleagues (with 30 percent specifying *very* positive impacts); 75 percent also saw positive impacts on relationships with students (25 percent specifying *very* positive), and 94 percent credited the program with positive impacts on professional growth opportunities (60 percent specifying *very* positive). However, only 20 percent indicated there were positive impacts on salary, and most of those were *slightly* positive impacts.

For 82 percent of respondents EDIMPRO had positive impacts on their overall job satisfaction, with 25 percent citing *very* positive impacts. No one felt negative impacts on job satisfaction. Forty-eight percent felt that the program had positive impacts on their decision to remain in their present position.

Exactly half of the respondents recommend that EDIMPRO continue just the way it is, while 47 percent recommend that the program be expanded. These figures fairly well match the expectations for the future, though a few more respondents (9 percent) felt the program would be diminished. All but one individual rated the EDIMPRO program as a success, 13 percent called it completely successful, 62 percent considered it to be mostly successful, and 24 percent rated the program as moderately successful.

Key findings about respondents' experience with the EDIMPRO program at the Green Bay Area Public Schools include:

- Examining the response group shows that the district has a fairly good rate of retention, and a large bulk of teachers who are neither recent entries to teaching nor approaching retirement. As a faculty, there are fewer teachers with advanced degree work than in most of the other study sites.
- The purpose of the program is generally considered to be improved performance of teachers, with many respondents selecting enhancement of teachers professional status as a secondary purpose and about one-fifth indicating that teacher retention is a secondary purpose.
- Increased teacher efficacy is by far the most often identified motive that drives the program. Enhanced teacher status and improved working conditions were each cited by roughly half the respondents as inducements.
- Monetary reward was not considered a driving motive for this program.
- No one party received credit for initiating the program from the majority of respondents. The local teacher association was cited most often as the initiator of the program, and the superintendent and central office personnel each received a share of the credit as well.
- Many parties contributed to planning and developing the program. Most frequently named were individual teachers (cited by 94 percent), but the local teacher association was more often called the major influence on program development.
- Others involved in planning the program were central office personnel, the district superintendent, and the local school board.
- Three parties were each given a large share of credit for implementing the program: individual teachers, the central office staff, and the local teacher association.
- A teacher survey was the most prominent form of needs assessment. Local teacher association input, a teacher committee, and administrative team input were also often cited. About one-fourth of the respondents indicated that a teacher supply and demand study had been conducted.
- The participation rate was very high, with 92 percent of respondents in participant roles and 3 percent in leadership roles.
- Most participants became involved after the program was established. Six percent became involved during the planning stage before the program was implemented.
- Strong positive impacts were reported in the areas of job effectiveness, interactions with colleagues, relationships with students, and especially opportunities for professional growth.
- Very few negative impacts of any kind were reported.

- Eighty-two percent of respondents felt a positive impact on their overall job satisfaction, and 48 percent felt the program had a positive impact on their decision to remain in their present position.
- Respondents were almost evenly divided between wanting the program continued as is, or expanded. Most respondents expected either continuation or expansion of the program, though 9 percent thought the program would be diminished.
- The overall rating for the program was 99 percent successful, with 75 percent rating it as completely or mostly successful.

Platteville Public Schools: The Platteville Plan for Instructional Improvement

> Even though this program has caused me to become more involved and busier than I have ever been in my 38 years in education, it is probably the best thing I have seen happen educationally during that time.
>
> - principal

Platteville is a town of about 9,500 located in southwestern Wisconsin 22 miles from Dubuque, Iowa, and about 70 miles southwest of Madison. This unglaciated part of Wisconsin is noted for its lovely rolling terrain and was once a lead mining center. Now it is a popular tourist area. The surrounding country is mainly agricultural, but Platteville's economy is largely intertwined with the University of Wisconsin's Platteville campus. This school has its origins as a technical college for mining, but has grown to a full range university, though it maintains the Miner motif. The Platteville Public Schools serve about 1,850 students at three elementary schools, one middle school, and one high school. There are 143 teachers and 10 administrators in the district.

The program under study at Platteville is the Platteville Plan for Instructional Improvement (PPII). Platteville had initiated a program to foster professional growth and school improvement at the time the state of Wisconsin issued the request for proposals for their incentives pilot program. Platteville received the state pilot grant and thus was able to accelerate the rate and scope of their program development. The PPII includes curriculum development, staff development, performance assessment, and a system of incentives that includes, but is not limited to, monetary compensation. Program improvement activities involve Platteville educators in curriculum development and program evaluation. Professional development activities provide renewal, remediation, and reinforcement for all practicing teachers through continuing education and professional reinforcement. The plan provides incentives to all educators for participation in professional activities and to some educators for assuming additional role specialization.

The curriculum development component established a process for developing and/or revising written curriculum in each of seventeen K-12 programs. A program evaluation component was established utilizing research, development, and external evaluation. Particular staff needs were identified for the continuing education component, with a workshop series developed to meet those needs. These have included formative supervision training, substance abuse awareness and intervention training, effective instruction, effective supervision, and gifted education. The Collegial Guidance component of the program created "model" and "mentor" role specializations, to provide collegial reinforcement to practicing teachers.

The performance component initiated a staff supervision and evaluation program based on principles of effective instruction, and provided inservice on the evaluation program to all educators. This performance evaluation criteria includes attention to six facets of the educators work: preparation and planning, instruction, student evaluation, classroom management, human relations, and professionalism. Finally, the incentives component included financial compensation, release time, or both for assuming additional responsibilities, such as presenting a workshop to colleagues, writing curriculum, or serving as a mentor teacher. The amount of compensation depends on the scope and duration of the work involved, up to a high of $3,000 for a full time year-long mentor assignment.

The PPII was funded at $110,000 in 1986-87 and increased by 9 percent to $120,000 in 1987-88. A large decrease was expected in 1988-89 as the state incentives pilot funding was withdrawn. Forty-five percent of the project budget came from the state grant money, and the other 55 percent came from local district general revenues. Three-fourths of the funds were used for staff salaries, 20 percent for consultant services, and the remainder for materials. The local district assumed an additional cost, $65,000 for three contract days added for staff development activities related to the project.

One-third of Platteville's teachers and administrators were randomly selected and sent surveys. Fifty of the 51 surveys sent out were returned, for a response rate of 98 percent. Of respondents, 76 percent belonged to the local teacher association. Sixteen percent of the respondents had a master's degree with up to 14 additional hours earned, while 44 percent had 15 or more hours beyond the master's level. Eighteen percent had less than 15 hours beyond a B.A. degree.

Thirty percent of the respondents had been with the Platteville schools for five or less years, and 18 percent had five or less years of teaching experience. Twenty-four percent had been in the district 20 years or more. Looking ahead five years, 48 percent expect to remain in the same position, and 14 percent expect to still be in Platteville but in a different position. Twenty-two percent expect to find a position in another district and 10 percent anticipate retirement within that time frame. This is a large pool of teachers fairly new to the district, and higher than average (in this set of studies) attrition rate.

The primary purpose of the program is improved teacher performance according to 88 percent of the respondents. Enhancement of teachers' professional status was judged to be a secondary purpose of the PPII by 76 percent, and 32 percent thought increased teacher retention was a secondary program purpose.

Respondents included all of the incentive inducements as forces involved in the PPPI. To 94 percent of respondents, increased teacher efficacy was a motivator driving the program. In addition, 74 percent cited enhanced teacher status as a motive, 64 percent pointed to enlargement of professional responsibility as a project motivator, 50 percent cited monetary rewards, and awards and recognition, and improved workplace conditions were each mentioned by 48 percent of the respondents as motives for program participation.

Seventy-eight percent of respondents considered central office staff to have initiated the program, and 20 percent thought that the district superintendent had been the project initiator. All respondents included central office staff among the programs planner/developers and most (92 percent) considered the central office staff the most influential force in planning the program. The superintendent was cited as a contributor to planning the PPII by 86 percent of respondents, 76 percent noted the role of individual teachers as planners, and 70 percent cited principals as playing a planning role. The local school board was also mentioned as contributors to program planning, by 46 percent of respondents, and 40 percent included the State Education Agency, no doubt in recognition of the pilot project funding and RFP guidelines that had been met.

The central office staff was also most often cited as the key player in implementing the PPII, reported by 88 percent of the respondents. The district superintendent, building principals, and individual teachers were the next in rank order as program implementors.

Needs assessment for the program was conducted by an administrative team, according to 87 percent of responses, and a teacher committee and a teacher survey were each identified by over 50 percent. Thirty-three percent said that a community needs survey had been conducted, and 31 percent noted local teacher organization input as sources of needs assessment.

All but one respondent had participated in the program or served in a leadership role. More precisely, 20 percent reported to have played project leadership roles, and 78 percent had been project participants. The largest share, 42 percent, became involved during early implementation, with 20 percent joining in during the district-level planning and 10 percent getting involved in the program at the building planning level. Two-thirds of respondents consider some aspects of the PPII to be mandatory, while 24 percent described the entire program as mandatory.

With very high rates of participation, high levels of impact are expected. Indeed, there were very high levels of positive impacts reported in a number of areas. These include job effectiveness, with 92 percent rating the project impact as positive (38 percent very positive); interaction with colleagues, rated positive by 80 percent (40 percent specified very positive); professional growth opportunities, rated positive by 98 percent (58 percent very positive); and relationships with students, rated positive by 80 percent (30 percent very positive). Ratings of negative impact were generally between zero and 8 percent, though 18 percent felt that there was a negative impact on their use of time. Fifty percent indicated that the program had a slightly positive impact on their salaries, and 8 percent rated this impact as very positive. In most other cases, the ratings for positive impacts were between 50 and 60 percent of respondents.

Overall job satisfaction was impacted favorably for 84 percent of respondents, and negatively for 4 percent. Thirty-two percent called it a very positive impact. For 56 percent of respondents, the program had a positive impact on their decision to remain in their present positions, and half of these specified very positive impact.

Forty-eight percent of respondents recommend that the program be continued in its present form, and 34 percent recommend expansion, with 18 percent preferring a diminished program. However, 44 percent expect a diminished program, recognizing the end of special state funding for the project. Overall, the program was rated as a success. It was one of only two of these programs that was not rated as unsuccessful by a single respondent. Seventy percent called the program mostly successful, 6 percent considered it completely successful, and the remaining 24 percent rated it a moderate success.

Key findings about respondents' experience with the Platteville Program for Instructional Improvement include:

- The district has a high turnover rate, with 32 percent having been in the district for five years or less, and 28 expecting to leave the district within another five years.

- The PPII started as a district initiative, but greatly accelerated when state funds became available.

- The primary purpose of the program is perceived as improved performance, with enhanced status for teachers and teacher retention as secondary purposes.

- The full gamut of potential motivators seem to be at work in this project. Increased teacher efficacy was noted most often, but improved workplace conditions, awards and recognition, monetary rewards, enhanced status, and enlargement of teacher responsibilities were all mentioned by half or more of the respondents.

- Central office staff was most often noted as the key party involved in program initiation, development, and implementation.

- The district superintendent, principals, individual teachers, local school board, and the state education agency were all mentioned by large shares of respondents as playing a part in planning the program.

- After the central office staff, the most important program implementors were the district superintendent, building principals, and individual teachers.

- The administrative team was most often named as the source of needs-assessment data, with about half the respondents citing a teacher survey and a teacher committee as other sources.

- All but one respondent had either been a program leader or participant, with leaders making up 20 percent of the respondents.

- A large number -- 30 percent -- first got involved with the program during the planning process. The greatest number -- 42 percent -- got involved during early implementation.

- Over 80 percent of respondents said the program had positive impacts on professional growth opportunities, job effectiveness, interaction with colleagues, and relationships with students.

- The only negative impact of note was for 18 percent who reported a negative impact on the use of their time.

- About half the respondents experienced positive impacts on their salaries, though most of these were just slightly positive.

- The PPII's impact on overall job satisfaction was positive for 84 percent of the respondents, and 56 percent felt a positive impact on their decision to remain in their present position.

- Most respondents recommend continuing or expanding the program, but many recognize that the loss of state funds make a diminished program inevitable.

- Overall, the program was rated a success, with three-fourths of respondents calling it completely or mostly successful.

Waunakee Community School District: Waunakee Teacher Incentive Pilot Program:

> One interesting feature of this program has been pressure on the administrators by both the Board of Education and the teachers to improve their evaluation and supervisory skills. This was an unanticipated benefit; it requires greater accountability on the part of administration with clear evidence of their skill to evaluation and supervise staff.
>
> - middle school teacher

Waunakee is located about ten miles north of Madison. Once a small and distinct town serving its surrounding farmers, Waunakee has taken on the role of bedroom community for Madison. It's proximity to Madison makes the many cultural, recreational, and educational amenities of the city, including the University of Wisconsin-Madison, accessible to Waunakee. Waunakee's population is close to 4,000. The school district serves about 1,625 students in one elementary school, one middle school, and one high school. There are 119 teachers and 9 administrators.

The program under study in Waunakee is the Waunakee Teacher Incentive Pilot Program. Like Platteville, Waunakee was developing new models of incentives for teachers and was able to use a state grant for incentives pilot projects to enlarge the scope and accelerate the rate of their efforts. Waunakee's program involves an interplay between teacher compensation and teacher evaluation in the form of a career ladder. The career ladder combines a system of providing salary incentives for demonstrated skilled classroom teaching and additional professional opportunities and responsibilities for skilled teachers. The career ladder program was negotiated into a three-year contract between the school district and the local teacher association, so that the district was contractually bound to maintain the program for at least one year past the state pilot project funding.

There are four stages in the career ladder. The first is Provisional Teacher; newly hired teachers during their first three years. Next is the Professional Teacher, who has spent two years as a provisional teacher and received evaluation ratings of excellent, or three years as a provisional teacher, with evaluation ratings of good. Professional Teachers may select one of two paths for further advancement, the Teacher Specialist or Master Teacher. The Teacher Specialist is given additional responsibilities, such as curriculum development, department leadership, or mentoring new teachers. Released time may be provided for the Teacher Specialist to assume these extra responsibilities. The Master Teacher is a full time teacher and must maintain "excels' ratings on evaluations. There are no additional responsibilities, although Master Teachers may be asked to demonstrate instructional strategies to other teachers. The Master Teacher is rewarded for his or her continuing excellence in performance.

Within their position on the career ladder, teachers may earn salary advancements through a combination of professional growth activities and satisfactory evaluations. In addition, merit salary awards are presented to teachers who receive an evaluation of "excels" or "commendable".

Teachers engage in alternating annual cycles, with one year a staff development year offering opportunities to grow and try to implement new ideas in the classroom, followed by an evaluation year, when the teacher must demonstrate continued expertise. One feature of the evaluation year is that each teacher is observed by two different administrators, balancing and validating their perceptions. Each evaluator must observe the teacher twice (once pre-arranged, once unannounced). The evaluation results are used to set goals for the teacher's next development year.

Waunakee based its evaluation instrument on elements of effective instruction. The elements included in the evaluation are planning, instructional skills, classroom management, and professional expectations. Salary advancement (and movement on the career ladder) requires ratings of at least "satisfactory" on evaluations.

An additional aspect of the incentives program is the Developmental Project Grant, available to teachers to develop a program or project that will benefit the student body or staff. Proposals are reviewed by the administrative team on an annual basis. A total of $3,000 is set aside to be distributed among selected proposals.

The Teacher Incentives and Evaluation Review Committee was established to implement and modify the project, establish appeals procedures, and set criteria for approving professional growth activities toward career ladder points.

The program was funded at $100,092 in 1986-87, and at $177,686 in 1987-88. A slight increase was expected for 1988-89 as teachers continue to earn merit pay advances. The great majority of the funds go into staff salaries, including career ladder advancement and merit pay. $12,500 was devoted to consultants and training, $3,000 was set aside for Developmental Project Grants, and a small amount was available for supplies. With the state withdrawing support, 61 percent of the costs are being picked up by the local district general revenues. In the future, all state support will be withdrawn.

One-third of the faculty at Waunakee were randomly selected and sent surveys. Thirty-eight surveys were returned, for a response rate of 86 percent. Eighty-seven percent belong to the local teacher association.

All respondents had at least 15 hours beyond their B.A. degree, and 32 percent had more than 30 hours beyond their B.A. Eighteen percent had a master's degree with up to 14 additional hours, and 24 percent had 15 or more hours beyond the masters degree. Eight percent of respondents had been at Waunakee for five years or less, and 8 percent had been with the district 20 years or more. Five percent had five or less years of teaching experience. Looking ahead five years, 73 percent of the respondents expected to be in the same position at Waunakee, and 5 percent expect to hold a different position in the district. Only one respondent expected to have retired within five years.

Improved teacher performance was considered the primary purpose of the incentives program in Waunakee by 68 percent of the respondents. Twenty-six percent thought that enhanced status of teachers was the primary purpose, and 60 percent thought enhanced teacher status was the secondary purpose. For 26 percent of respondents, teacher retention was a secondary purpose of the program.

Ninety-five percent of respondents felt increased teacher efficacy was an inducement to participation, and 92 percent considered the monetary rewards a driving force. In addition, 68 percent selected increased professional status, 55 percent marked enlargement of responsibility, and 53 percent felt that recognition were inducements imbedded in the program.

Several parties share the credit for initiating the program. The district superintendent was cited by 38 percent of respondents as most responsible for initiating the program, 22 percent selected the local teacher association, and 19 percent felt individual teachers were most responsible for program initiation.

The local school board, district superintendent, local teacher association, and individual teachers were all reported as contributors to planning and development of the program by over 90 percent of respondents. In addition, 74 percent cited building principals and 68 percent included central office staff in the planning and development of the project. Forty percent indicated the involvement of the State Education Agency, recognizing the role of the pilot project RFP and state funds in shaping the program.

Half the respondents considered individual teachers most influential in planning the program, with the rest mainly divided between the district superintendent and the local teacher association. These same three, the superintendent, individual teachers, and the local teacher association, were selected as most important in the implementation of the program. Building principals and the local school board also played implementation roles.

Input from the local teacher organization and from the administrative team were each cited by 87 percent of respondents as sources of needs assessment, while 82 percent mentioned a teacher survey, and 71 percent indicated that a teacher committee had provided needs-assessment data.

Participation rates in the Waunakee program were high. Eleven percent of respondents had been in leadership roles in the program and 82 percent had been participants. Five percent had chosen not to participate. Individuals first became involved with the program in fairly evenly distributed clusters, with 29 percent first involved during the planning process, 29 percent first involved during early implementation,and 26 percent getting involved later in implementation. Thirteen percent did not participate in the program until after it had been established. Participation in the program was identified as mandatory by 84 percent of respondents, but 16 percent said that not all aspects of the program were mandatory.

The program had a positive impact on job effectiveness for 79 percent of respondents, and 84 percent felt the impact on professional growth opportunities was positive (45 percent specifying very positive), and no negative impacts were reported. In some respects, the program seems to have caused some controversy, for along with a respectable number of positive impacts were negative impacts indicating some resistance to the program. For example, while 32 percent of respondents felt the program had a positive impact on control over work, 26 percent rated the impact for that item negative. Forty-two percent rated impact on the use of time as positive, but 32 percent felt the impact on time was negative. Fifty percent experienced a positive impact on interactions with colleagues, yet 18 percent felt the impact on interactions with colleagues was negative. Even where 71 percent felt there had been positive impacts on salaries (40 percent specifying very positive), thirteen percent noted negative impacts on salaries. Finally, looking at overall job satisfaction, 47 percent felt positive impacts and 32 percent felt negative impacts, and while 42 percent reported that the program had a positive impact on their decision to stay in their present position, 18 percent experienced a negative impact in that vein. It appears that fewer people were neutral about this program than any other program among the 21 in this study.

Forty-one percent of respondents recommended that the program be continued, and 24 percent would like it to be expanded. For 22 percent, the recommendation is to diminish the program, and 14 percent would have it terminated completely. Thirty-five percent expect the program to be diminished, no doubt anticipating the eventual result of the loss of state funding. Yet, 27 percent expect the program to be expanded, and 35 percent expect it to remain in its present form. The overall ratings for the program were mostly successful, according to 50 percent of the respondents and moderately successful according to 42 percent. Just 8 percent rated the program as mostly unsuccessful.

Key findings about respondents' experience with the Waunakee Teacher Incentive Pilot Program include:

- The program used state funds to build upon a district initiative that was already being developed.
- The district has many "mid-career" teachers, not many new to the profession, and not many long-term veterans or teachers nearing retirement.
- For most respondents, the purpose of the program was to improve teacher performance, with enhanced career status and retention as secondary purposes.
- The two most often noted motivators driving the program are increased teacher efficacy and monetary rewards. Increased status as professionals, enlargement of responsibilities, and recognition were also considered inducements by over half of the respondents.
- The district superintendent, local teacher association, and individual teachers were the three parties most identified with the initiation of the program.
- The district superintendent, local teacher association, the local school board, and individual teachers were all named as contributors to the program by over 90 percent of respondents. Building principals and central office staff also played planning roles according to over half the respondents.
- The superintendent, local teacher association, and individual teachers were viewed as having been most important to program implementation.
- Teacher voices were important. Teacher association input, an administrative team, a teacher survey, and a teacher committee all were cited as sources of needs assessment in relation to the program.
- Eleven percent of respondents have been in program leadership roles, and 82 percent have been participants.
- Individuals seemed to get involved in the program in evenly distributed batches through the planning, early implementation, and later implementation phases.

- There were high percentages of positive impacts reported for professional growth opportunities and job effectiveness.
- Reports of negative impacts were looked at closely to consider reasons for resistance to the program. The negative impacts mainly affect issues of control and peer interactions.
- Though 47 percent reported a positive impact on overall job satisfaction, a surprisingly high number (32 percent) reported negative impacts on overall job satisfaction.
- For 42 percent of respondents, the program had a positive impact on their decision to stay in their position.
- Sixty-five percent of respondents recommended that the program be expanded or maintained as is.
- Almost all respondents gave the program an overall success rating, with half calling the program mostly successful.

PART FOUR

The Respondent Pool

In Part Two we provided capsule descriptions and summaries of the principal findings for each of the 21 incentive programs included in this study. The state-level contexts for these programs were included as a frame for the local district initiatives. Part Three presented detailed information on the incentive programs, staff characteristics, perceptions of program origins and development, and impacts on staff for each of the 21 sites. The descriptive information presented in Part Three is based mainly on quantitative data, and provides an account of how respondents perceive these programs. In Part Four we look at common themes and issues that can be identified through examination of this information. The qualitative data gathered both on the surveys and through interviews offers a more wholistic picture of the experience teachers have in schools and how those experiences provide or fail to provide incentives that make teachers want to remain in those schools and inspire them to do their best.

Since this synthesis is derived from the collective perceptions and responses provided by 1,402 respondents, this section presents a "class picture" describing those who responded to our survey as a whole. While the special nature of each program and local district conditions are not apparent in this "class picture," a more global sense of the patterns and common themes can be depicted in this manner. (See Table 1 on the following page).

TABLE 1.

Response Patterns for Position Classifications

	elementary teachers (n=411)	secondary teachers (n=457)	spec. ed. teachers (n=114)	student services (n=50)	building admin. (n=72)	cent. off. admin. (n=37)
recommend program expansion	37%	39%	47%	54%	53%	54%
expect program expansion	34%	31%	44%	33%	34%	49%
rate programs completely successful	7%	6%	4%	2%	4%	22%
rate programs mostly successful	39%	34%	54%	50%	49%	38%
rate programs moderately successful	41%	44%	36%	44%	38%	32%
rate programs mostly unsuccessful	12%	13%	3%	4%	7%	8%
rate programs completely unsuccessful	2%	3%	3%	0%	1%	0%

* Not included on table: "other" (n=39).

The great majority, 84 percent, of those who responded to the surveys were teachers. About 10 percent of respondents were special education teachers, and the remainder were divided approximately evenly between elementary and secondary teachers. Four percent of the respondents were student service personnel, and the remainder were administrators or "other". Student service personnel and administrators were more likely to recommend expansion of incentive programs than teachers, and special education teachers appeared more likely to recommend program expansion than regular elementary and secondary teachers. Central office administrators were most likely to expect their programs to be expanded and were far more likely than any other respondent group to rate programs as completely successful. Of course, as the descriptions of the programs indicated, in most cases the central administration was quite invested in program ownership. Regular education teachers were more likely than others to rate programs as mostly unsuccessful. We can speculate that special education teachers and student service professionals may find some of these incentive options more compatible with their relatively flexible schedules than do the regular classroom teachers who are more confined to the traditional teacher role.

Female respondents greatly outnumbered males, with 61 percent of respondents being female and 39 percent being male. There seems to be no particular distinction between the response patterns of males and females. Males were more likely than females to have been in program leadership roles, no doubt reflecting the fact that most administrators were male. Respondents ranged in age from 21 to 65, with one to 40 years of teaching experience, and one to 38 years of service in their present district. There were no response patterns that seemed to correspond with respondent age or length of service.

There was a wide range in the amount of formal education of the respondents. The largest single cluster, 27 percent, are those with master's degrees and up to 14 additional hours. Thirty-seven percent have less formal education than that, and 36 percent have more. Respondents with a Ph.D are most likely to advocate program expansion. Of course, they also are most likely to be district-level administrators.

Cumulatively, 62 percent of the respondents expect to be in the same position in five years, 11 percent expect to have changed positions within the same district, and 7 percent expect to be teaching in another district. Twelve percent were anticipating retirement within five years, and 4 percent expect to be working outside the field of education. It may be noteworthy that those expecting to remain in the same position or anticipating retirement are most likely to recommend the programs continue unchanged, while those expecting to have different positions within the district are more likely to recommend expanding the programs. Many of these programs create opportunities for role diversification within districts, which may well mesh with the plans of those seeking different positions in the district.

Overall, those expecting to remain in the same district, either in the same or in different positions, are most likely to recommend that programs either be maintained or expanded. On the other hand, those who plan to leave education for work in another field are most likely to recommend diminishing or terminating the programs. The programs may have more incentive value for those with the "sensibility" of an educator; those who intend to self-select out of education may not find much in these programs that appeals to them. (See Table 2).

TABLE 2.

Program Recommendations Sorted by Respondents Anticipated Career Status in 5 Years

recommendation	same position (n=720)	different position, same district (n=127)	position in different district (n=86)	position outside education (n=51)	retirement (n=142)*
continuation of program as is	46%	36%	33%	26%	49%
expand the program	39%	52%	44%	41%	34%
diminish the program	6%	7%	13%	22%	6%
terminate the program	8%	5%	11%	12%	11%

* Not included in table: "leave of absence" (n=10), and "other" (n=19).

The great majority of respondents, almost 95 percent, were white. In only three of the study sites 10 percent or more of the respondents were minorities and two others had between 5 and 9 percent minority respondents. Though the percentage of respondents was small,[12] their responses include two curious patterns. Black respondents appear to recommend the expansion of incentive programs more often than others. While overall, 41.5 percent of respondents recommended expansion of their respective programs, 63 percent of the black respondents wanted their programs expanded. No black respondents recommended termination of any of the programs. We can only speculate as to the basis and significance of this difference. Perhaps the legacy of education careers as one of the few entries to upward mobility available to blacks has reinforced a desire to bolster the rewards, both extrinsic and intrinsic, that teachers can receive. It may be worth noting that while blacks were more likely to *recommend* program expansion, they were no more likely than other respondents to *expect* the programs to expand.

The other curious observation is that 73 respondents rated the program in their district as completely successful, and all 73 were white. White respondents were also somewhat more likely to rate their programs as mostly successful than were Asian, black, or Hispanic respondents. Minority respondents, on the other hand, were more likely to rate the programs as "moderately successful" than were whites. Again we can only speculate . . . this may be a spurious finding, or it may have some relation to differing expectations in terms of structure and rewards. In light of the small number of these respondents, further study of how minority teachers experience incentive programs is needed before any clear conclusions can be drawn.

Altogether, 9 percent of the respondents held leadership roles in the various programs, and these individuals were far more likely than any others to report that the program had very positive impacts on their job. Other program participants, who make up 54 percent of all respondents, are most likely to indicate that the programs had slight positive impacts. Those who chose not to participate in their program were least likely to recommend program expansion and most likely to recommend that programs be terminated, while those who acted in leadership roles or participated in other ways were far more likely to rate programs as successes than those who did not participate. (See Table 3 on the following page).

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[12] The total number of minority respondents was 55, including 31 blacks, seven Hispanics, and 17 Asians.

TABLE 3.

Impact of Program on Overall Job Satisfaction According to Respondent Level of Program Participation

impact	leadership role (n=105)	acted as a participant (n=609)	chose not to participate (n=137)	ineligible to participate (n=88)	didn't know if eligible (n=181)
very positive	46%	28%	4%	9%	6%
slightly positive	36%	44%	18%	14%	18%
no impact	15%	23%	73%	76%	74%
slightly negative	2%	4%	5%	1%	1%
very negative	1%	2%	1%	0%	2%

Another pattern is that the earlier in the evolution of a program respondents became involved, the more likely they were to realize positive impacts. Those involved at the planning stage were more likely to experience positive impacts than others, and those who became involved early in implementation were more likely to feel positive impacts than those who became involved at a later stage. Of course, those who were not involved at all were least likely to report any impact. Another pattern was that respondents who identified programs as voluntary were more likely to report positive impacts than those who identified program participation as mandatory.

Interviews

The interviews of program participants and administrators in the 21 study sites were designed to add a more in depth view of personal experience and involvement in incentive programs. Through the guided yet open-ended format of the interviews, rich responses were obtained that would not have been possible through questionnaires. The interview questions are included below. They follow the areas addressed by the original research questions and the questionnaire, but were rephrased to elicit a spontaneous personal response and to allow for elaboration. For instance, one of the interview questions, "What was your involvement in the program?" directly relates to the original research question, "How do levels of participation relate to teacher assessment of impacts of and future prospects for these programs?" A global picture of how teachers experience various incentives was thus created by identifying the common concerns of interview subjects that emerge as themes and issues to be considered in developing incentive programs.

NCREL staff conducted 84 taped interviews (four at each site) by telephone. Persons to be interviewed from each site included the district's project liaison and three teachers[13] who had shown through the questionnaire knowledge about the program in their district and had expressed a willingness to be interviewed.

The questions used in the interviews were:

- How did the program get its start?
- What was your involvement in the program?
- How has the program affected you personally and professionally?
- What would you change about the program?
- What do you think is the future of the program?
- What further comments would you like to add?

During the interviews, we saw that the interviewees were eager to share their experiences and desired to learn what others were doing.

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[13] In one case, two teachers and one building principal were interviewed.

Comments during the interviews centered around the following key issues and themes:

- Evaluation and Accountability
- Local and State Control
- Program Impetus including State Involvement and Funding
- Administrative Support and Control
- Teacher Involvement including Voluntary and Mandatory
- Professional Growth and Professionalism
- Change Process
- Career Stages
- Resources including Money and Time
- Process and Products

These themes will now be further explored accompanied by comments from the interviewees.

Evaluation and Accountability

> If a kid bogs down we look to ourselves to find the answer, not blame the kids or parents.
>
> - Administrator

Evaluation and accountability are intrinsically related to school improvement efforts and are most often a significant area of concern in teacher incentive programs. The difference between support or peer interactions for teacher improvement and administrative evaluation of job performance which may be related to monetary rewards needs to be clearly defined. Teacher confidentiality in either is critical in building trust. Evaluation procedures and accountability measures need to be clear, with very specific and well-defined criteria. If possible, these criteria should be negotiated and developed by group process involving representatives of those to be affected. One teacher expressed the feeling that some recent developments in teacher evaluation had produced very little benefit but had just added to the bureaucracy in the school district. Of all the new approaches he feels voluntary videotaping holds the most promise for teacher improvement and accountability.

There is also a need to develop new avenues of assistance for those seeking to improve their performance and skills. Many assistance programs have shifted to an emphasis on peer interaction as a means of providing help and support. While each new concept for school change seems threatening to those involved, once such programs have been implemented and refined, teachers generally have been quite positive about the effects of collegial-based assistance.

> The whole concept is built around teachers helping teachers, and if we truly want to be a profession, I think that is what it is all about. We don't give children an "F" in math without giving remedial assistance and extra time to improve; teachers having difficulties should take heart in the fact that someone in their own ranks is willing to give them that extra help so that they can improve their effectiveness with students.
>
> - Principal

> Although some of my colleagues still have trouble dealing with their feelings about being evaluated (some feel that less than perfection is a weakness, or feel threatened by being judged), I hope we continue to work at and improve this system. The staff development section can be greatly strengthened by looking at long range planning, and more incentives for a team of teachers to develop as a group. I like the fact that teachers sit with administration and determine how teachers will be evaluated, how they can best manage self-improvement, and continue to deliver high quality instruction to children.
>
> - Teacher

While evaluation and accountability are often seen as threatening, especially in the beginning of a program when change is occurring, many respondents expressed that with proper involvement, planning, and care they can add many positive effects and growth opportunities. Better relationships between administrators and teachers occur as well as increased trust, dialogue, and collegiality. Evaluation and accountability are also important tools for eliciting board and community support. Administrators need to be actively involved with these issues, but in a less adversarial role. Incentives actually may put more pressure on both teachers and administrators due to the added responsibility and involvement.

> I feel that the relationship between administration and staff is far more mutual thanks to this system. We have been able to influence the nature of what the administration does in terms of supporting us as teachers. Since administrators must spend twice as much time in the classrooms and much earlier in the year than for helping they ever did before, they are far more aware of the day to day atmosphere in the school and among staff. They are also responsible for helping teachers develop plans for school and self-improvement. The district has actually put money into training the administration to evaluate effectively, which would make this system worthwhile by itself.
>
> - Teacher

Although it is extremely difficult to show direct cause and effect in terms of program evaluation and student performance accountability, many general cause and effect data are available which show improved student and teacher performance in schools where reform programs are being implemented.

> Our district has programs in place that have helped me personally and members of my department. First of all, there are a number of professional courses that are made available to us, with an incentive program attached. I can honestly say that it has made a significant change in the teaching performance of at least one of the teachers in my department. She has instituted many of the ideas of cooperative learning and the current vogue of critical thinking skills. I do credit courses in the district for this success, as well as the teacher's open-minded willingness.
>
> - Teacher

Administrators also noted that programs which included peer counseling and evaluation components added to their understanding of teachers and how much they judge their success by what happens in the classroom. Many cautioned, however, that programs and people both need an appropriate amount of time (two years or more) before they can be fairly evaluated.

> It gave me empathy for the marginal professionals who knew that they were not as effective as they would like, and helped me understand how that impacts their sense of who they are because they measure their success through the classroom experience.
>
> - Principal

Evaluation and accountability were also frequently mentioned as a source of initiating a strong direction, focus, or "mission". Such direction helps teachers grow professionally, which in turn benefits the entire school system. In fact, a better evaluation system was the impetus for beginning many of the teacher incentive programs.

> Mutual dissatisfaction (teachers and administrators) with the evaluation process and products created a new system. In the past we did not identify the strengths of good teachers or the weaknesses of poor teachers. We decided to spend a lot of time on the identification and clarification of the role of the teacher. From there we initiated efforts in peer review in order to strive towards better teaching; we applied for grants to implement the program and piloted peer review processes; we established a network and started disseminating our results and process to others in our state; we expanded the program to include both summative and formative evaluation.
>
> - Teacher

Local and State Control

> Effective classroom instruction is the single most important element in education. You need a focus on what the mission is in your school district. This program has given our district a clear mission and focus amidst confusion with state mandates and other pressures and provided a vehicle for educational excellence.
>
> - Teacher

Although local school district personnel generally felt that local control was most desirable, they knew that state and legislative action was often important for program impetus and financial assistance. Several programs that were started used state assistance and funds only to increase more rapidly what they would have done on their own; others felt that once state support and funding were decreased or withdrawn, programs could not continue at a meaningful level.

> The only negative change happened when the grant monies ended and the financial crunch occurred. As soon as the rewards became less tangible and less immediate, progress slowed.
>
> - Teacher

Local school districts need to look at generating self-funding for staff development and incentive programs. Self-or local funding may be possible with broader local support created by broadening the base of local involvement to include community members, business people, school board members, and parents.

> We used community support to help set priorities, and the second highest was to improve teacher performance. We also enlisted the help of the local newspaper to obtain community support and awareness of what we were trying to do. The Governor also visited twice to add his support and reinforcement. The retention of good teachers has been helped through these efforts to reward and pay attention to teachers in our system.
>
> - Teacher

Local programs dedicated to effective classroom instruction can create a focus on the mission of a school district and can be the single most important element in education. One district stated that they had managed to synchronize local proficiencies with state and national achievement tests and use them as part of the formative improvement process, not of the summative evaluation process. Other districts felt that trying to comply with changing state mandates in many areas such as curriculum and instruction had created negative attitudes such as deciding to sit back and wait until the programs failed or the mandates changed.

Some respondents stated difficulties with getting programs "off the ground" due to union disinterest; others stated that local unions and the administration were primarily responsible for the program impetus. Local as well as personal, state, and national issues need to be addressed in the development of programs. Although local control and support for programs is critical, a clear mechanism for coordinating state and local control is also essential. School boards still must be aware that incentive programs cost money and that creative financing is necessary. School boards who have seen results for students and increases in the quality of education usually are willing to add this support. Generally, the entire school district benefits from the active involvement and support of the school board in implementing programs which fit local needs as well as establish state-level accountability.

Program Impetus

> A lot of programs started based on the effective schools movement.
>
> - Administrator

Many programs began as a result of state impetus and funding or national interest. Publications such as A Nation At Risk (1983), were developed out of a need for change in education. As previously mentioned, state start-up grants were often helpful either in providing an impetus for or adding additional monies to a local idea; in other instances state funding created a false or unreal expectation of things to come. Some programs were developed out of the collective bargaining process itself, or on their own, before state monies were available. When state grants became available the possibilities for expansion and more immediate action greatly increased. Much discouragement occurs when programs initiated with effort and dedication are later discontinued due to lack of financial support. When a program is continued with minimal funding, it is often the most cost-effective rather than the most valuable aspects of the program that are retained.

> Some programs came out of the bargaining process; then orientation by principals for teachers to inform them how they might be eligible followed.
>
> - Teacher

One main thrust of teacher incentive programs being developed is the result of a shift in emphasis strictly on students to an emphasis on teachers who affect students' learning. Although the student's learning is still the ultimate outcome desired in schooling, teachers are being recognized as a significant impetus for that learning.

> We were having difficulties with levy passages, teacher strikes, etc., and morale was extremely low for both students and teachers. We did a study of leadership styles and decided that motivation was the key for educational reform. We set about building pride, morale, and self-esteem in both students and teachers. We had always focused on students, students, students (and still believe that), but now we are also focusing on our staff and the results have completely changed our district around. Everyone is benefitting.
>
> - Administrator

Some programs were started strictly by administrative decisions with no teacher involvement or input. Although some of these programs appear to be succeeding, it is at the expense of some trust or support. In other cases school leadership teams developed programs without teacher involvement at the first stages, but once the process was underway teachers were asked to be involved. Other programs were started with the help of foundation grants for staff development, and parent and student involvement. Some of the participants felt that the fact that the programs were not legislatively mandated or made to be "a big deal" in the eyes of the public was helpful in program acceptance and implementation.

> Each year that a program is underway and meets with some success, more and more people get involved, buy into it and start to bloom.
>
> - Administrator

Administrative Support and Control

> Administration and staff should work together.
>
> - Teacher

Many respondents stated the need for teachers and administrators to work together, which forces a relationship between the two. Both need inservice on staff development. Often the power, leadership, and concern of the administrator has made the major impact on the program. The important aspects of this two-way relationship are innovation, support, leadership, risk-taking, ability to empower people, and willingness to find financing.

> To get administrators and staff working together in both formative and summative modes takes a good level of communication and well defined roles. People need to realize where the boundaries are and there needs to be value to both. If you're going to be doing this to folks, then you need their input. If administrators make decisions just based on timeliness and expediency they need to realize that they are losing something in the balance.
>
> - Teacher

Administrators need to witness teaching situations that exist in classrooms in order to be a critical link between teachers and the school board. Administrators also must be able to separate formative and summative tasks in order to know, understand, and value the role of each. This understanding must be communicated effectively to staff because decisions that are made autocratically engender less cooperation and poor attitudes among teachers. Many autocratic decisions seem to be made for expediency alone. Administrators need to demonstrate some openness and flexibility. Empowering staff and getting them to take responsibility should be a main goal of administrative support, but administrators may need training in order to learn how to empower teachers and help them to work together collegially. This goal should be expanded to empower and involve all staff, supportive as well as professional.

> The administration needs to create a structure in which programs can happen. Sometimes they want us to be martyrs to get the program off the ground; it's frustrating when you want to do it but have an internal value structure which says you shouldn't 'give it away'. The school needs to flex its structures to encourage change and growth.
>
> - Teacher

Administrators should also be in touch with building-level concerns and structure. Dialogue up and down the hierarchy is needed to create this knowledge. Although it is hard for administrators to be regular members of the group, the effort makes teachers less reluctant to participate. The development of a common language increases the communication flow.

Teacher Involvement

> The barriers in schools are superficial; there is so much in common among all people involved in education, even if we have to adapt.
>
> - Teacher

Throughout the interviews, the need for involving teachers in the planning, implementation, and evaluation of programs was named as critically important. One could say that involvement equals satisfaction. Teachers being involved with other teachers in an effort to improve their instruction helps teachers feel less isolated and allows them to share their ideas on curriculum and programs which improve their classroom skills and confidence.

> Being involved with other teachers has been very motivating for me and has provided me with a support group to improve my skills which I never had before.
>
> - Teacher

Hierarchical or top-down management tends to foster frustration, resentment, and unwillingness to participate. One of the positive results of teacher involvement is the development of collegiality. Involvement should in some way include voluntary options. It is desirable to start with volunteers, keep them involved, and then expand the group of participants. Keeping staff involved in a meaningful way greatly aids both the formative and summative processes of program development, implementation, and evaluation. Involvement also breeds satisfaction and alleviates ignorance or distrust among staff.

In many instances planning committees also enlisted the involvement of the community, parents, universities, school boards, and union officials. Dialogue and communication concerning the program are components of the result of involvement. The process of involvement enables people to exchange ideas and communicate about effective teaching. The public relations benefit of involving people outside the school can also be a critical factor in successful implementation of incentive programs. Respondents also strongly stated that an atmosphere of elitism should be avoided in developing program committees.

> Career ladders are overkill; the efforts need to be collaborative. Historically the problem for teachers has been the isolation from each other and from not being involved with planning for education in their schools with administrators and community leaders.
>
> - Teacher

Some teachers were given release time or stipends for coordination of planning and keeping other teachers informed. Most teachers felt they benefitted from the opportunity for broader involvement. Teacher isolation causes a major problem in the development of teacher collaboration. Many different plans for involvement and participation were developed, each adapted to local school systems. Who should be involved in the input? That seems to depend on the program's focus. Some programs may need the input of the community at large; others need school board members and public relations people; others may need teachers and administrators and other support personnel. The important factor in successful programs seems to be the involvement of the right people at the right time and the commitment to creating a collaborative process for problem solving which breaks down the barriers of the hierarchical system.

The process of involvement can be summarized as follows:

CLEAR SCHOOL IMPROVEMENT PURPOSE
leads to
TEACHER INVOLVEMENT AND PURPOSE
leads to
IMPROVEMENT IN CLASSROOM BEHAVIOR AND EFFECTS

> Each person needs to feel a part of the program and that who they are and what they do makes a difference. The options have to be diverse so that people can buy into what is important to them and get recognition for doing so.
>
> - Administrator

Professional Growth & Professionalism

> The impact on my life, both personally and professionally, has been significant.
>
> - Teacher

Professional growth and professionalism are also at the heart of school improvement. Teachers and administrators alike need to be encouraged and offered the opportunities to grow in their profession.

> Breaking down the teacher isolation and providing me with a professional sounding board was one benefit of the Peer Counselor Model. It also provided me with an opportunity to see whether I was capable of influencing others and if I understood the adult learning model.
>
> - Principal

Collegiality assists in this process but in itself is not enough. Professional development plans and program improvements need to overlap. Flexible options for continued professional development and inservice programs need to be arranged. Personal needs for growth must also tie back into district priorities and goals.

> In my own case, I have appreciated the support that I received from our Professional Growth Fund in allowing me to visit the actual sites of Egyptian antiquities. The study trip with the University of Chicago was a high point in my career. The very thought that a school district thinks enough of me as a professional to go beyond the salary schedule to allow this kind of activity makes me feel good not only about myself, but about what I can contribute to the district.
>
> - Teacher

Treating teachers as professionals involves accessibility to word processing, duplicating, and technical assistance resources as well as educational and training opportunities. Guidelines for educational opportunities need to be clear, fair, and appropriate. Better opportunities do create better staff as a whole.

> I like the new system because it has made me focus on what will make me a better teacher. The evaluation model that we use has helped me to focus on specific behaviors and practices that have direct effects on the learning that takes place in the classroom. The incentive that is offered is well worth the time it takes to prepare the thorough lesson plans expected and to complete the necessary records. The staff development this year has helped me to make clear and realistic plans for my own improvement both in the short term and for the long haul. Finally, the opportunity to use workshops, seminars and other inservice programs to advance on the salary schedule has allowed me a wider range of options for self improvement and monetary benefit. I feel that I am teaching better and I have learned to use my time more efficiently through this program.
>
> - Teacher

Many of the problems concerning professional development opportunities are centered around the means by which they are developed and administered. Some people always take advantage of opportunity. State agencies often want to retain some form of control. The quality and flexibility in opportunities have greatly increased the motivation and skill of teachers collectively and individually. Many have renewed their interest in the profession and have grown professionally. In addition, teachers expressed their need to have additional time to practice and implement what they have learned, so that the results will be adequately integrated into the teaching process.

> Fostering professional self-analysis was perhaps the most dramatic change. Colleagues voluntarily invite me to observe, record, and analyze acts of teaching. By offering non-judgmental, objective feedback I was able to reflect each person's individual strengths, creative style, and professional awareness. This opportunity to celebrate confidence in competence inspired many educators to go beyond that level and spontaneously develop critical self-analysis. I knew the threshold for change occurred when requests such as the following became common. 'I can see now that I offer my students a wide variety of guided practice techniques, but I'm not comfortable with my corrective feedback. Let's brainstorm and see if I can add some new strategies to my professional bag of tricks.'
>
> - Teacher

Change Process

> We try to do too much at once. The process needs to be slowed down and the load shared.
>
> - Teacher

Another area highlighted by frequent comments was change itself. Teachers tend to resist change, or even fight it, even if it may result in an improvement. Change is very frightening at first.

> Reflecting on my three years experience as a mentor educator, I believe my greatest delight was serving as a catalyst for change. I never forced change or demanded that it occur. I simply established an environment conducive to change and nurtured the seeds of progress.
>
> - Teacher

Sometimes administrators overwhelm those who are involved, especially with paperwork. Paperwork needs to be streamlined with duplication of efforts avoided and the assistance of secretaries and aides provided when needed. Some problems in the first stages of program development are administrative responsibilities rather than teacher-related, and the Board needs to know the difference. A well-rounded program also includes support staff, substitute teachers, and others; it provides assistance and understanding of the changes involved in the development of the new program to better insure its institutionalization.

Change is both encouraging and frustrating -- encouraging when students actually do what you hope they would, and frustrating to learn a new process and become comfortable with it. Change helps teachers to be open to learning from others and sharing their experiences. When new programs meet identified teacher needs, the work and frustration appear to be less disruptive and worth the effort. Teachers in "special" areas should have programs to meet their unique needs as well.

> Breaking down the barriers of isolation was another dramatic change. By offering topical seminars from 4:00 to 5:30 p.m. one day per week, I gave people an opportunity to focus attention on important aspects of education. For the first time, high school biology teachers and kindergarten teachers dialogued about critical attributes of teaching (for example, the effects of motivation on transfer of learning). Educators at all levels discovered they had quite a bit in common. Communication among educators on a K-12 basis seemed to increase dramatically over the years. The change in staff morale was a special bonus. Fear, frustration, and isolation were replaced with trust, camaraderie, and growth-oriented collegiality. The mentor process fostered a more relaxed, positive, cooperative atmosphere.
>
> - Teacher

Changes should be worked out collectively with clear criteria for teachers to look at themselves and evaluate progress. Programs should be created specifically for the local district with as many people as possible involved from the beginning. Although teachers may start out to be timid about doing new things, once they find out they can get help, they are no longer as timid and therefore not as reluctant to take risks. They are more sure of themselves, have more skill, and feel rejuvenated. The creative tension can be a positive, healthy avenue for change and the welcoming of ideas that is essential to lifelong educational process. One of the people interviewed said that while programs change every year, the following tenets seem to hold true: 1) programs should remain voluntary, 2) information should remain confidential, 3) a system of intermittent evaluation should be used by the people involved, and 4) input should be obtained from all people involved in the program and integrated into the program if possible.

Another stated the critical elements in this way:

> In summary, my ability to serve as a catalyst for change occurred because: 1) the well organized program had research-based content; 2) the program was flexible and allowed for individual, small group, and large group activity; 3) financial incentives were immediate and tangible; 4) the confidential peer-coaching built on professional strengths; 5) the power of self-analysis came from a voluntary effort; and 6) the program relied on the leadership skills of the mentors to make it work.
>
> - Teacher

Career Stages

> Teachers on a plateau after 15 years or so of teaching are all of a sudden jumping up or forward and the students are benefitting.
>
> - Administrator

Teachers' needs at different stages in their careers must be considered in teacher incentive programs. For instance, after 15 years or so of teaching, many teachers have reached a plateau or leveling off period. But with the right type of program, many take giant strides forward in enthusiasm, motivation, and dedication. One teacher who had taught for 20 years said she felt that many major curricular thrusts had occurred as well as a result of the programs her school district had started. She said, "After all these years, I again feel motivated, stimulated, and appreciated."

In the next ten years many new teachers will have to be hired, thus creating the need for induction programs and other options specifically designed for them. One possibility combines experienced and newer teachers in mentoring relationships which can benefit both. Mentor programs have been found to have different effects on newer and experienced teachers, but in both cases they tend to build teacher relationships, confidence, and trust. Those people who had been involved in mentoring relationships felt that the freedom of asking a mentor to observe them without administrators was helpful, particularly before an evaluation review. But it is also necessary to make sure that teachers are ready to be mentors; one must be more than a good teacher; some seasoning is necessary as well. Mentors need to be trained and mentors need to be added gradually. Newer mentors need to be informed of what has gone on before. Peer counseling programs may pair teachers together to help each other no matter what their career stage. Combinations or variations of these types of programs have proved very beneficial to teachers and to students as well.

It frequently was mentioned that more experienced teachers often were unwilling to get involved in new programs, but once they did or saw what was happening "they came around -- to the benefit of all." Teachers with ten or more years of experience often commented that time was more important to them than money. If this is true, teacher incentive programs need to allow for time as well as money as a possible benefit. In general, it was felt that enhancement of the workplace climate helped with both attraction of new teachers and the retention and improvement of the more experienced. In either case an incentive program must be flexible enough to meet teachers where they are in their career cycles

Resources

> Time to most people is more precious than money. How we manage time to achieve our goals is next in importance to mission or focus.
>
> - Teacher

Resources for teacher incentive programs are both limited and limitless. It appears that often what is needed to tap them are a lot of energy, creativity, planning, enlistment of others' help, a dedication to quality, some source of money, and time. Since money is often tied to some form of performance accountability, local districts need to address the issue on their own instead of reacting only to state mandates.

Time is one of the most critical factors. After school and Saturday programs are one way to meet inservice credit hours, but most people agreed that there should be multiple options as to the time frame to meet individual needs and preferences. Providing programs on site or in the local area saves time and increases participation. This is more difficult for small school districts or districts in rural settings where resources may be more limited. It is of great benefit when the state department of education approves credit for local courses.

As mentioned previously, varied options for obtaining inservice hours or credits need to be made available (e.g., one night a week, on Saturdays, or after school). Also, different avenues for merit recommendation need to be offered (e.g., course work, writing, curriculum work) in order to motivate individuals. There is some disgruntlement with merit awards for which not all people are eligible. Therefore, each plan needs to be tailored to district and individual needs and resources. Each plan requires time to let it work.

A problem with lack of resources was that it often led to teacher burnout. It is very difficult to develop programs and work hard on them and then have them dropped for lack of funds or other resources. Once teachers have been highly involved with a program or several programs which have been dropped they are much less inclined to take the risk again or to put as much energy into new program development.

Many teachers also mentioned that involvement in the program took a lot of time but felt it was productive time because they learned a lot about themselves and about teaching.

> Serving as a mentor educator, and a catalyst for change has been the most exciting adventure in my professional career. At first it was very scary; but through intensive training and a dedicated commitment to quality I experienced personal and professional growth as well as being able to foster growth in others.
>
> - Teacher

Curriculum planning and writing to meet state standards and new program needs was often mentioned as creating problems due to the inordinate amount of time involved with minimal or "token" compensation. Another "time eater" was over emphasis on facilities, resources, and property items. One teacher felt that "what we teach, how we teach, and what is learned" was more important than property.

There is a great need for coordination and sharing of resources among school districts, state education agencies, universities, community agencies, and business leaders. With minimal funding, some school districts have been able to accomplish quite varied and excellent programs through creative use of such resources. Without local money and support, high quality but expensive parts of a program may be cut, leaving more cost effective but less beneficial components. Therefore possible resources need to be identified and dealt with creatively at the beginning of any attempt to affect change.

Process and Products

> All teachers have more in common than not. The process of working together often breaks down the barriers that are superficial and creates meaningful dialogue.
>
> - Teacher

The process and product area could fill a major manuscript, and there are as many solutions as there are questions. As mentioned earlier, many staff found that working through the process of program development itself had created a new sense of collegiality and ownership by all groups involved. The synergy among people needs to be nurtured, maintained, and provide opportunity for growth. The process needs to harness the creativity, energy, and dedication of staff and deal with the common problems of isolation; lack of understanding of or familiarity with district-wide perspectives, and inexperience in dealing with other teachers in a cooperative manner. Teachers also may need to be taught how to politically manipulate the system for positive results. If the above can be achieved, administrators can benefit from the sharing of expertise and problem-solving techniques. Once again the process should involve community support and recognition. "Teachers try to do a better job when they are rewarded and valued."

Many programs reported "products" such as school report cards, long-range plans, new curriculum, district development councils, contacts and dissemination linkages with other schools, increased student achievement, invigorated teachers, better trained staff, workshop leaders, and more responsive and informed administrators to name a few. Others mentioned were new salary schedules, a cadre of available mentor teachers, new evaluation models, and improved staff relationships. But perhaps the greatest product of many teacher incentive programs has been the motivation of teachers to excel.

> Unmotivated and uninspired teachers are our greatest loss. They cannot create a motivated and inspired child.
>
> - Administrator

Revisiting Seven Questions

Early in this report, seven questions about teacher incentives were set forth, and one intent of this report has been to seek answers to those questions. Parts Two and Three of this report dealt with the specific cases of programs and their local and state contexts. Characteristics of the total respondent pool and themes common to the 21 programs, as depicted in the interviews, were presented to move us from looking at each program in isolation to more universal understandings of the process of conceiving, developing, and implementing incentives for teachers. We now return to those seven questions and suggest answers based on the accumulation of information these studies have provided.

1. **How do differences in the initiation, planning, and development of programs affect teacher participation and satisfaction with the programs?**

Most of the programs in these studies were initiated by district superintendents, central office staff, or building principals. In just a few cases teachers or the teacher association may have been involved in the initiation of a program. However, in planning and developing programs, it was important to bring a broader constituency into the process, and especially to include teachers at some point. Teacher participation in developing programs must be genuine; in some cases sensitive planning by administrators attuned to district and staff needs was very effective (the Salary Plus program is an example), while inclusion of teachers on planning committees that served as little more than decoys for administrative fiat could actually cause teacher support for programs to erode.

Overall, what is most critical is that the planning process keeps the needs of the district and its staff at center, and does not become an arena for pampering a particular pet project. It is essential that the teachers' "voice" be present in planning. This may mean teachers must actually participate in planning, or it may mean that they are served by an administration that speaks for teacher interests. Teachers are willing to accept a program planned by their administration if the administration has demonstrated that its intent is to serve rather than manage teachers.

2. **How do levels of participation relate to teacher assessment of impacts of and future prospects for these programs?**

In some cases participation in incentive programs is limited to a small group of teachers due to the nature of the program. We have also seen that in some cases lack of information about a program leads to low participation rates. When a program seems to be working as it is intended, though, there usually is some spillover benefit, where non-participants are able to benefit from the program. This may be due to a general improvement in the professional atmosphere in the building or district brought about by the program, or may more subtly reflect an enhanced status for all teachers by virtue of the extra effort made on behalf of some.

Of course, the more teachers participate, the more teachers experience impacts from the program, and in the cases explored in this study, most impacts were positive. Small-scale programs intended to serve a narrow range of participants can be very useful, though they may be less cost effective in terms of providing incentives that serve as inducements for all teachers.

Participants in programs do tend more than non-participants to recommend continuation or expansion of the programs. However, program planners cannot assume that making everyone a participant will guarantee that the program is a success. Teachers who are *required* to participate in programs tend to feel fewer positive impacts and more negative impacts than those who voluntarily participate. The best scenario, then, is a voluntary program so attuned to district and staff needs that teachers are eager to participate.

Because conditions among districts vary so much, and conditions within districts change over time, it is difficult to generalize about the best path for program participation. The future of these programs hinges on two points: does the program provide an effective inducement for the teachers targeted by the program, and does the behavior that inducement elicits from teachers improve the quality of education in the district?

3. How do types of needs assessment conducted relate to teacher participation and program impacts?

The dominant form of needs assessment in the study sites was input from the district or building administration. However, some cases did use more diverse sources of information. Input from the local teacher association, a survey of teachers, and teacher committee recommendations were often cited as other forms of needs assessment. In cases where these teacher voices were part of the development of the program, there was evidence of greater participation and more positive impacts. However, in some cases just a small number of respondents were aware of this teacher input. If the input from teachers comes from a select group or is treated as private information, the program misses the boost to its credibility that genuine and open teacher input can provide. If the administration hand-picks teachers to provide needs assessment, care must be taken that those selected truly represent the cross-section of teachers in the district. Involvement of the local teacher organization can be especially beneficial in fostering an alliance between teachers and administrators. Teacher supply and demand studies can be a particularly useful form of data in districts considering how much effort to invest in incentives to recruit and retain teachers.

4. Why do certain programs win more teacher support than others?

Two different checkpoints appear to be most critical in whether or not teachers will support the program. It must serve a legitimate need recognized by the teachers involved, and it must be developed and offered in an atmosphere of trust and respect.

Clearly, some programs are attuned to teacher needs and the culture of the school, and others are manifestations of some other agenda, such as the district administration, community, or State Education Agency might promote. Ideally, a program combines both of these. An incentive must relate to teacher concerns and sense of what is needed in their school to have credibility; at the same time, if resources are going to be committed over a long term to make the program viable, it is essential that the program is on someone else's agenda as well. Most teachers have experienced enough "flash in the pan" innovations, to be leery of gratuitous change that is not visibly related to improvement in their ability or desire to perform their work.

While the content of the program must be tenable to teachers, the manner in which the program is developed and presented is equally critical. In these studies, the highest level of positive impacts and especially positive spillover impacts occurred where teachers were given a real voice in developing the program, where the administration demonstrates a willingness to make a long-term commitment to the program, and where implementation of the program in itself offers enhancement or diversification of teachers' roles. One explanation for spillover impact is that the manner in which a program was developed and presented may demonstrate enhanced respect for teachers and recognition of the professional nature of teaching. The incentive in these cases may be in the manner rather than the substance of the program being offered.

5. How do teachers experience the intended benefit of the incentive program or activity?

The reports of impacts from the study respondents indicate that the most common forms of benefits teachers experience are in the areas of improved professional development, improved collegial relations, increased job effectiveness, and relationships with students. There tended to be less positive and more negative impact in the areas of control over work, use of time, and input into decisions at the district and building levels. In most cases, even where teachers have a voice in developing the program, these activities do add to the teachers' responsibilities and thus may have negative impact in terms of time and control. Impact on salary varied a great deal, depending on whether a monetary inducement was included in the program. As stated above, there are many cases where numerous non-participants reported experiencing positive impacts, indicating a spillover effect that may relate to either the substance of the program or the positive messages conveyed by the presence of the program.

6. How is the process of developing and implementing incentives experienced by teachers?

There is a wide range of experiences for teachers, depending on how much involvement they have in the planning, development, and implementation of the program. In most cases a number of individual teachers, or a committee representing the teacher organization, were invited to contribute to development of the program after it was initiated by an administrative person. In some instances this teacher involvement played a substantial part in shaping the program, while in others it seemed to be a goodwill gesture that did not really affect the final design of the program. Teachers certainly do note the difference, and the difference it makes on program impacts. In some cases teachers were not even invited to participate in the development of the program. This can be preferable to the goodwill gesture -- at least all parties know openly who is wielding what authority, and can judge the results accordingly. If the administrators involved in developing a program have the trust of most teachers, their efforts may be preferred to a committee of teachers that does not function effectively.

The involvement of the local teacher organization can provide a structure for teacher input that speaks for all teachers. It is important to consider how many teachers belong to their organization, and how many actually feel that the organization represents their interests before deciding if it should play a part in development of the program.

The teacher's experience in program implementation depends entirely on the nature of the program. Some incentive programs are focussed on changes in teacher roles, such as peer evaluation, site-based management, or mentor teacher programs. There is no way to implement such programs without teacher participation. Other programs focus on changes in administrative procedures, such as awarding points for merit salary increments based on administrator ratings of teacher performance, or reimbursement for graduate tuition. In such cases there is little for teachers to do in terms of implementation; they can participate by applying for the program benefits, but setting up the program structure is an administrative function. Of course there can be shades in between, as seen in the career ladder or staff development incentive strategies.

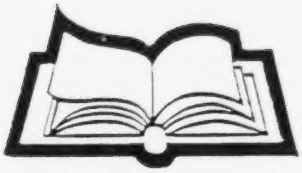
7. How do state policy contexts affect LEA incentive programs?

There are several ways in which the study sites were affected by SEA policies or programs. Certainly the climate for school finance is a factor. In states where a greater percentage of education costs are funded by state aid, district usually have more flexibility in their budgets than in states where most of the revenues for schools must come from local property taxes. Special state funding for pilot programs, as occurred in Indiana, Minnesota, and Wisconsin can be a boon for incentive programs. However, the manner in which the pilot funds are used makes a critical difference. Districts that use the supplemental funds to build local capacity so that they can maintain the program on their own once supplemental funds are withdrawn clearly have an advantage. Developing a program in several distinct components that interrelate enables districts to adjust to reduced funding levels. Funding for state-wide initiatives, such as the Iowa Phase III funds can create wonderful opportunities if the necessary technical support accompanies the monetary assistance.

Another state policy area that can affect local teacher incentives has to do with teacher certification and accountability. State requirements for staff development or testing that are linked to certification are incentives in their own right, as they provide an impetus for teacher engagement in professional growth. However, these standards may restrict local districts from creating their own initiatives for professional growth.

The amount of reform activity going on at the state level can have an effect on local district initiatives. A crucial factor is whether the state-level reforms facilitate local district initiatives by providing resources, or imposing additional work on local districts, leaving few resources for local initiatives.

Finally, statewide mandates intended for all districts rarely become incentives for teachers unless local districts are given leeway to adopt the program to their own needs. While it may be prudent to assure that certain elements of school reform are implemented in every school district, inevitably there are local needs and nuances that must be considered, and local adaptation rather than straight adoption should be encouraged. There are two benefits to this. The program itself will most likely be more effective if it is altered to fit into the culture and conditions of the local district. At the same time, the chance to work on the adaptation of a state program is in itself a leadership opportunity that can be a powerful incentive to teachers who seek a larger role in developing the conditions of teaching.



PART FIVE

Conclusions

Much has been written about school reform and teacher incentives that are a part of that reform. In the process of enacting these reform measures many standards and mandates have been imposed from the top down in a hierarchical manner. A growing body of research including this study shows that if reforms are to be effective and lasting, efforts must be made which require well-defined coordination of local, state, and national resources and policies. Conditions somewhat under local control, such as school climate and management, local community and business support, teacher union initiatives, and creative financing need to be aligned with a growing demand for state assistance and accountability as well as federal support.

At the top of the list of findings in this study and others is the issue of teacher involvement in critical decision making and planning (Boyer, 1988). The word critical is stressed, for while teachers' input on curriculum decisions are far more common than they have been in the past, involvement in decisions of school and teacher evaluation (both formative and summative), long-range planning, student placement and conduct, and staff development are still not commonplace.

Many of these policies for teacher input and involvement are locally based, left to the local school board and administration. Policies also vary greatly between states, regionally and nationally. Where teacher involvement has been effectively implemented, the results have been most positive for both teachers and students. This is not to say that the support and direction from other parts of the system are not important. In fact, it is to say the opposite. In order for change and reform to effectively occur, all parts of the system must work together. This must be the process to stimulate positive change. This has not always been done well in the past and we must take steps to improve the process in the future.

Another significant result of this study is a modification of the matrix first presented on page 7 to include teacher efficacy as one of the motivators in conceptualizing incentives for teachers. Field testing the survey instrument revealed that the multiple choice of five motivators (monetary rewards, career status, enlargement of professional responsibilities, improved workplace conditions, and awards and recognition) was incomplete. Many respondents chose the option of "other", with "other" most often being "improvement in my teaching," or "helping my students to do better." It must be recognized that for many teachers the desire to truly make a positive difference for their students is a powerful part of their decision to choose and remain in their careers.

While the motivators "improved workplace conditions" and "enlargement of professional responsibilities" have clear implications for improvement in providing classroom instruction, many teachers respond more strongly to the direct motive of increasing their efficacy in working with their students. Therefore, a sixth motive, "increased effectiveness in teaching performance" was added to the survey as one of the choices. Given this option, 79 percent of respondents identified increased effectiveness as a motive for participants in the program in their district. In 19 of the 21 programs, this was the motive most often cited.

It is noteworthy that this was the only opportunity for teachers to respond in a way that says, "What I care about is my kids, and they are the reason I might respond to incentives programs." Increased efficacy was included in the original matrix as a goal of incentives ("improved performance of teachers") but it is a goal that is internalized in many teachers to the extent that it serves as a motive for them as well as a goal for the organization. While "increased effectiveness in teaching performance" is a powerful motivator for many teachers, it does not exclude the presence of the other motivators as elements in the various incentive programs. The revised matrix is depicted in Figure 3.

FIGURE 3. REVISED FRAMEWORK FOR THE EXAMINATION OF TEACHER INCENTIVE PLANS

Motivator	Intent			
	attraction	retention	improvement	enhancement
monetary compensation				
career status				
awards and recognition				
professional responsibilities				
conditions of the workplace				
increased efficacy in classroom teaching				

The following findings on incentives programs from the study sites are offered. They are common to many of the programs and are therefore generalizations. These findings have been organized into categories of personal and organizational factors. Examples of personal factors include such areas as participation and motivation; organizational factors include leadership, communication, planning process, and program implementation and evaluation.

Personal

- Participants who get involved early in program development usually feel the most positive impacts from the program.
- Teachers' sense of "ownership" of a program greatly increases its chance of success.
- Better relationships between administration and staff as well as among staff should be developed. Involvement and shared responsibility help build trust and collegiality.
- Voluntary participation generates better attitudes about programs than mandatory participation.
- Rewards, especially monetary rewards, need to be of sufficient size and reliable to act as strong incentives.
- Incentives that enlarge teacher decision-making on professional issues are more powerful than those which do not enlarge teacher decision-making; incentives that constrain teacher prerogatives in making professional decisions may even yield negative impacts.
- Providing teachers with flexibility and multiple options in adopting programs to meet their interests and growth needs enhances the success of the program.
- Teachers should be provided time in their day for incentive program activities. Lack of time is an often cited negative impact of incentive programs.
- Clear linkage between teacher incentives and school improvement programs is a powerful ingredient to an incentive program. The commonality of individual and collective growth help develop incentives for both.
- Hierarchical or top down management may foster frustration, resentment, and unwillingness to participate.
- Enhancement of the workplace climate positively affects both newer and more experienced staff.
- Coordination and sharing of resources among school districts, state education agencies, universities, community agencies, and business leaders is needed.
- The differing needs of teachers as they vary by career stages and levels of education, and other individual factors should be considered in any plan.

Organizational

- Partnerships between the local teacher organization, administrative staff, and school board are more powerful than any one group acting alone.
- When state or other outside funds are used to support a new program, it is best to use these resources as venture capital to build local capacities or develop a new prototype for an incentive program, rather than to use the money to support ongoing operations. Anticipate future funding possibilities from the beginning of a program.
- State and national issues also need to be considered in the development of incentive programs.
- Goals need to be clearly defined with specific responsibilities and timelines when evaluation and accountability are involved, measures need to be specific with well-defined criteria.
- Administrators' and support staff's roles and needs should be considered along with teachers' needs in the development of incentive programs.
- The resources and district size should be considered in developing a program that is feasible for that district.
- When including teachers in the development of a program, be sure the teachers involved are credible spokespersons for their colleagues.
- A clearly identified leader can bring focus and consistency to a program.
- Clear communication to teachers about programs as they develop is critical.
- As teachers are given tasks that were formerly considered administrative responsibilities, such as mentoring, peer evaluation, and site-based management, it is important to expect and to nurture changes in the way those processes are conducted, not only in who is doing them.
- "Elitism" should be avoided. If a program begins with a small core group, close attention should be paid to communication with non-participants and the process of expanding the program to involve more teachers.
- Criticism should be considered. Even negative insights can help to improve the program. Listening to critics is often a first step to their future support and involvement.
- School change is threatening to all those affected, therefore, try to implement a new program in incremental stages.
- Time is needed in order to fairly evaluate programs. In the meantime, evaluation should be used in the formative sense.

Incentives are an important factor in school improvement and should be seen not as "add-on" programs, but as an integral part of the school improvement planning process. Creativity, broad involvement and support, and flexibility are key ingredients to developing and successfully implementing incentive programs.

What can be learned from the incentive programs in this study reinforces our collective dedication as educators to improving our profession. The profiles of these programs illustrate the many possibilities for incentives in varied types of school situations. Further, they give us greater insight into the critical motivational and organizational factors that can lead to increasing the success of our schools for today and tomorrow.

We have ample information on the nature of quality incentive programs. This report not only adds to that body of knowledge but addresses the critical issues of the change process in order to make school improvement through incentives a reality.

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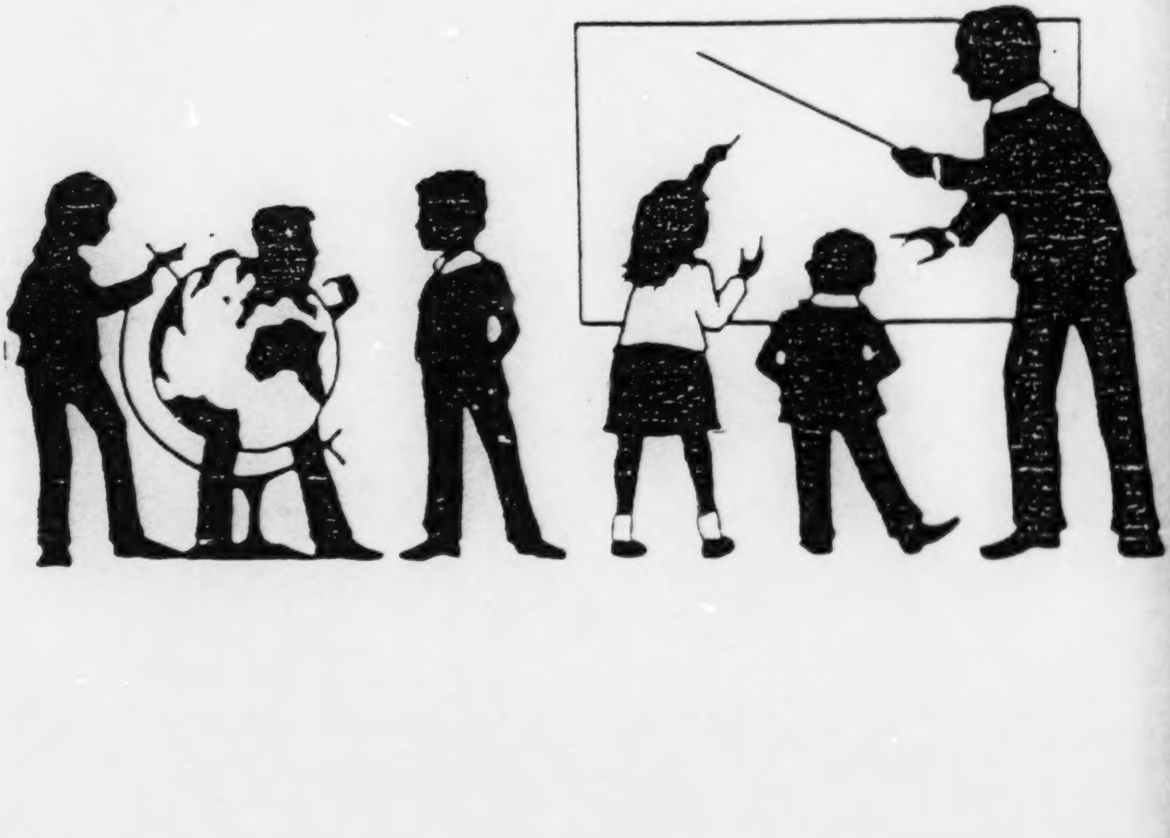
APPENDIX



The Characteristics of Respondents

Current Positions of Respondents	Percent
Secondary teacher	38.0
Elementary teacher	34.7
Special education teacher	9.7
Building administrator	5.4
Student services	4.2
Other	3.3
Central office administration	2.6

The Level of Their Educational Attainment	
Master's	26.3
Master's + 30 credit hours	18.9
Bachelor's + 15 credit hours	14.8
Bachelor's + 30 credit hours	11.6
Bachelor's	10.6
Master's + 15 credit hours	10.4
Ed.S., Ph.D., or Ed.D.	3.7

Anticipated Positions in the Next Five Years	
Same position	60.1
Retirement	12.0
Different position, same district	10.0
Position outside education	4.0
Other	1.7
Leave of absence	0.9

Gender	
Male	59.6
Female	37.7

Survey Questionnaire Used in NCREL Teacher Incentives Study Sites

A sample survey used in the NCREL teacher incentive study sites is provided on the following pages. As presented here, it is an exact duplicate of the forms that were distributed to randomly selected subjects through the project liaison at each site. Note that the name of one of the case study sites and the program under study at that site is inserted at the top of the first page (Sherrard Community School District, Incentive Component of Salary). For each of the 21 sites, the name of the district and the program under study was similarly inserted on the front page.

The amount of reform activity going on at the state level can have an effect on local district initiatives. A crucial factor is whether the state-level reforms facilitate local district initiatives by providing resources, or imposing additional work on local districts, leaving few resources for local initiatives.

Finally, statewide mandates intended for all districts rarely become incentives for teachers unless local districts are given leeway to adopt the program to their own needs. While it may be prudent to assure that certain elements of school reform are implemented in every school district, inevitably there are local needs and nuances that must be considered, and local adaptation rather than straight adoption should be encouraged. There are two benefits to this. The program itself will most likely be more effective if it is altered to fit into the culture and conditions of the local district. At the same time, the chance to work on the adaptation of a state program is in itself a leadership opportunity that can be a powerful incentive to teachers who seek a larger role in developing the conditions of teaching.

NCREL TEACHER INCENTIVE PROJECT SURVEY

North Central Regional Educational Laboratory and The University of Iowa

Please follow the directions and complete each section of the survey *as fully as possible*. It is vital that all surveys are returned!

The incentive program under study in Sherrard Community School District

Incentive Component of Salary

Part A PROGRAM PURPOSES

1. Which do you believe most closely describes the **PRIMARY** purpose of the program? (Select only **ONE**)

______ teacher recruitment
______ retention of teachers
______ to improve the performance of teachers presently in service
______ to enhance the status of teachers as professional educators

2. Which of the following may be considered as **SECONDARY** purposes of the program? (Check **ALL** that apply.)

______ teacher recruitment
______ retention of teachers
______ to improve the performance of teachers presently in service
______ to enhance the status of teachers as professional educators

______ other (specify) ____

3. To which of the following types of incentives is the program aimed? (Check **ALL** that apply)

______ monetary and/or fringe benefits
______ awards and/or recognition
______ increased status as professionals
______ enlargement of professional responsibilities
______ improved conditions in the school as a workplace
______ increased effectiveness in teaching performance

______ other (specify) ____

Part B PROGRAM DEVELOPMENT AND IMPLEMENTATION

1. Which one of the following do you believe was most responsible for **INITIATING** this program in your district? (Select only **ONE**)

______ state legislature
______ local district school board
______ past or present district superintendent
______ other central office administrator(s)
______ individual teacher(s)
______ state education department
______ state teachers' organization
______ local teachers' organization
______ building principal(s)
______ university or research group

______ other (specify) ______________________________

2. Which of the following parties have been involved in the **PLANNING and DEVELOPMENT** of the program? (Check **ALL** that apply)

______ state legislature
______ local district school board
______ past or present district superintendent
______ other central office administrator(s)
______ educational service agency
______ parent group
______ community organization
______ other (specify) ______________________________
______ state education department
______ state teachers' organization
______ local teachers' organization
______ building principal(s)
______ individual teacher(s)
______ university or research group

3. Circle the **ONE** party listed in **Item** # 2 above which you believe has been most influential in the **DEVELOPMENT** of the program.

4. Of the parties listed in Item # 2 above, which have been most important in the actual **IMPLEMENTATION** of this incentive program in your district? List up to **FIVE** in rank order on the spaces below. (Rank # 1 as most important)

#1 ______________________________
#2 ______________________________
#3 ______________________________
#4 ______________________________
#5 ______________________________

5. To the best of your knowledge, which of the following were used to determine **LOCAL NEEDS** in the planning of the program? (Check **ALL** that apply)

______ survey of the community
______ survey of teachers
______ administrative team or committee
______ school board hearings
______ outside evaluator
______ other (specify) ______________________________
______ teacher committee or council
______ input from teacher organization
______ study of teacher supply and demand
______ demographic study

Part C PARTICIPATION Select only **ONE** response for each item in Part C.

1. Select the **ONE** statement that most accurately reflects your participation in the program.

_____ I have acted in a leadership role in this program.
_____ I have acted as a participant in this program.
_____ I have chosen not to participate in this program.
_____ I have not been eligible to participate in this program.
_____ I do not know if I am eligible to participate in this program.

2. When did you **FIRST** become involved in this program? (Select only **ONE**)

_____ during the initial planning stage on the district level
_____ during the planning stage on my building level
_____ during the early implementation of the program
_____ during the later implementation of the program
_____ after the program had become established routine in the district.
_____ I have not been involved thus far but am considering becoming involved.
_____ I have not been involved and do not anticipate involvement in the future.

3. Please briefly describe the nature of your participation (if any) in the inception, development, implementation and/or evaluation of the program.

____
____
____
____
____
____
____
____
____

4. Which **ONE** of the following statements is most accurate?

_____ Particpation in the program under study is mandatory in our district.
_____ Participation in the program is mandatory for some individuals, voluntary for others.
_____ Some components of the program are mandatory, others are voluntary.
_____ Participation in the program is strictly voluntary.

Part D IMPACTS

Indicate the **IMPACT** the plan under study has had on each of the following aspects of your own job. The response scale runs from 1 (very positive) to 5 (very negative) for each item.

	very positive impact	slightly positive impact	no impact	slightly negative impact	very negative impact
1. Effectiveness in performing your job	___ 1	___ 2	___ 3	___ 4	___ 5
2. Your degree of control over your own work	___ 1	___ 2	___ 3	___ 4	___ 5
3. Ability to use your time productively	___ 1	___ 2	___ 3	___ 4	___ 5
4. Interaction with colleagues	___ 1	___ 2	___ 3	___ 4	___ 5
5. Amount of input you have into building level decisions	___ 1	___ 2	___ 3	___ 4	___ 5
6. Amount of input you have into district-wide decisions	___ 1	___ 2	___ 3	___ 4	___ 5
7. Opportunities for professional growth	___ 1	___ 2	___ 3	___ 4	___ 5
8. Relationship with students	___ 1	___ 2	___ 3	___ 4	___ 5
9. Your status among your peers	___ 1	___ 2	___ 3	___ 4	___ 5
10. Salary, fringe benefits or other monetary rewards	___ 1	___ 2	___ 3	___ 4	___ 5
11. Overall satisfaction you derive from your work	___ 1	___ 2	___ 3	___ 4	___ 5
12. Decision to remain in present position	___ 1	___ 2	___ 3	___ 4	___ 5
	very positive impact	slightly positive impact	no impact	slightly negative impact	very negative impact

Part E ASSESSMENT

1. Select the **ONE** statement which most nearly reflects your opinion. (Select only **ONE**)

______ I favor continuation of the program as is.
______ I favor expansion of the current program.
______ I favor diminishing the scope of the current program.
______ I favor terminating the program completely.

2. Which **ONE** of the following do you believe is most likely to occur? (Select only **ONE**)

______ The program will be continued as is.
______ The program will be continued and expanded.
______ The program will be continued but diminished.
______ The program will be terminated completely.

3. On a scale of 1 to 5, how would you rate the program in terms of achieving its primary and secondary goals thus far? (Circle number to indicate response)

Completely Successful	Mostly Successful	Moderately Successful	Mostly Unsuccessful	Completely Unsuccessful
1	2	3	4	5

Part F BIOGRAPHICAL DATA

1. What is your present position? elementary teacher ______ secondary teacher ______
special educ. teacher ______ student services ______
building administrator ______ central administration ______

other (please specify) ______________________

2. Gender: female ____ male ____

3. Age: __________

4. Ethnic group identity: Asian/Pacific Islander ____ Black ____ Hispanic ____
Caucasian (other than Hispanic) ____ Native American ____

5. Total number of years in present school district (current year counts as one): ______

6. Total number of years spent: in teaching positions (current year counts as one): ______
in administrative positions (if applicable): ______

7. Highest level of education completed:

BA____ BA+15____ BA+30 ____ MA ____ MA+15____ MA+30____ Ed.S. or Ph.D. ____

8. Do you belong to the teacher organization in your district? yes ______ no ______

9. Which do you believe is most likely to be your job status 5 years from now? (Select **ONE**)

______ will remain in present position
______ will seek a different position within this school district
______ will seek a position in another district
______ will seek a position outside of education
______ will take a leave from my career for personal reasons
______ will retire
______ other (specify) ____

*** *************************** ***

WOULD YOU BE WILLING TO BE INTERVIEWED OVER THE TELEPHONE REGARDING THE PROGRAM UNDER STUDY?

- *Interviews will last approximately 25 minutes.*
- *Interviews will be arranged at* ***your*** *convenience.*
- *All interview responses will be* ***strictly confidential.***

yes _____ no ______

If you are willing to be interviewed, please complete:

Name ____

School(s) where you work ____________________________________

Do you prefer to be interviewed:
______ at school (phone number) ____________________

______ at home (phone number) ____________________

Best times to telephone ____

THANK YOU for your cooperation. You will be notified if you are selected for an interview.

*** ******************** ***

Cover Design & Illustration:
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